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ONTARIO

LEGISLATIVE ASSEMBLY

SELECT COMMITTEE ON THE FOURTH  
AND FIFTH REPORTS OF THE ONTARIO  
COMMISSION ON THE LEGISLATURE

FINAL REPORT

DONALD H. MORROW









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FINAL REPORT OF THE

SELECT COMMITTEE ON THE FOURTH AND FIFTH REPORTS  
OF THE ONTARIO COMMISSION ON THE LEGISLATURE

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THE LEGISLATIVE ASSEMBLY OF THE PROVINCE OF ONTARIO

THIRTIETH PARLIAMENT



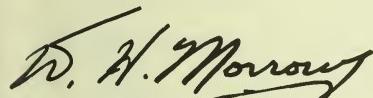


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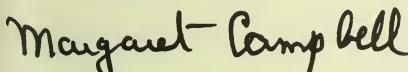
Honourable Russell D. Rowe  
Speaker of the Legislative Assembly

Dear Sir:

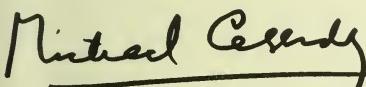
We, the undersigned members of the Select Committee appointed by the Legislative Assembly of the Province of Ontario on October 30, 1975, to study Reports Four and Five of the Ontario Commission on the Legislature, and to report to the Legislature on the advisability of implementing the recommendations of the reports, or any parts thereof, and, if deemed advisable, the method and timing of the implementation, have the honour to submit the attached final report.



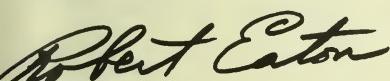
Donald H. Morrow, M.P.P.  
Ottawa West  
Chairman



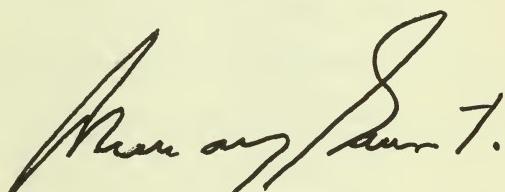
Margaret Campbell, Q.C., M.P.P.  
St. George



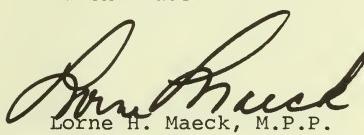
Michael M. Cassidy, M.P.P.  
Ottawa Centre



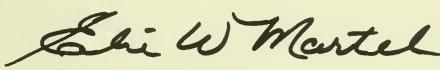
Robert G. Eaton, M.P.P.  
Middlesex



Murray A. Gaunt, M.P.P.  
Huron-Bruce



Lorne H. Maeck, M.P.P.  
Parry Sound



Elie W. Martel, M.P.P.  
Sudbury East

*Gift from  
Clark's Office*



THE SELECT COMMITTEE ON THE FOURTH AND FIFTH REPORTS  
OF THE ONTARIO COMMISSION ON THE LEGISLATURE

THE LEGISLATIVE ASSEMBLY OF ONTARIO

THIRTIETH PARLIAMENT

MEMBERS

|   |               |
|---|---------------|
| Donald H. Morrow, M.P.P., Chairman..... | Ottawa West   |
| Margaret Campbell, Q.C., M.P.P.....     | St. George    |
| Michael M. Cassidy, M.P.P.....          | Ottawa Centre |
| *Robert G. Eaton, M.P.P.....            | Middlesex     |
| Murray A. Gaunt, M.P.P.....             | Huron-Bruce   |
| **Lorne H. Maeck, M.P.P.....            | Parry Sound   |
| Elie W. Martel, M.P.P.....              | Sudbury East  |

\*Replacing Bud Gregory, M.P.P. (Mississauga East) May 28, 1976

\*\*Replacing Ron McNeil, M.P.P. (Elgin) June 8, 1976

Clerk of the Committee.....Catherine J. Paterson

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THE LEGISLATURE AND ITS PHYSICAL ENVIRONS

Implicit in our view of the Ontario Legislature is belief in the importance of the institution and in Ontario government as a whole. Aside from matters of size and growth, the Province is as important a jurisdictional and legislative entity as any other affecting the citizens of Ontario, including the Parliament and the Government of Canada. The Legislature must be seen as important, and considered as vital and of interest to the public. One means of ensuring and enhancing its worth is through an impressive, attractive, and useful building in the fullest sense of what a fine building can be or can convey. Much needs to be done to achieve such a goal.

Fifth Report, Page 5

The Committee is in complete agreement with the Commissioners' views on the role of the Legislative Building and on the need for a major renovation. Queen's Park is the seat of government for the Province of Ontario and the Legislative Building should be a capital of which both the Members and the citizens can be proud. The Legislative Building should exemplify the Province's history and culture, as well as the aspirations of its people. It should also serve the current needs of elected Members of the Assembly. Urgent action is required to ensure that the Legislative Building fulfills this dual role.

Renovation of the Legislative Building

The Legislative Building is described by the Commissioners as being "old-fashioned, shabby", "confusing and depressing" and "dolorous". The Committee agrees. The Building has never undergone a major renovation aside from the cleaning of its exterior in 1971. Maintenance has been piecemeal and the resulting deterioration of the decor is obvious. Worn carpets, exposed wiring, cracked ceilings, peeling paint, poor lighting and makeshift repairs are visible in every area of the Building. Apart from Ministers' suites, the furnishings are dreary, worn and ill-suited to the Legislature's needs. The displays in the lobby and hallways are unimaginative and out of date, and some of them do not appear to have been changed in years.

The neglect of the Building in itself would justify major refurbishing, but the need is that much greater because of the changing needs of the Legislature. The Committee, in its Second Interim Report and in this Report, makes a number of recommendations to improve and expand support services to each Member, to each caucus and to committees.

The Committee also notes the inadequacy of most offices given to Members, most of whom spend more than the normal working hours in their offices. The offices are inadequate and uncomfortable to work in; they are cramped, poorly lighted, poorly ventilated and they are too small to receive delegations. In addition, there is little administrative flexibility in meeting Members' individual requirements for such simple needs as adequate bookshelves.

The Committee would also like to express concern that greater security be provided for all offices, particularly at night and on weekends.

The underlying rationale of the Commission's recommendations was to improve the services to Members so that they in turn could improve their service to constituents and to the community, and so that the legislative control of the government of Ontario could be restored to its rightful balance with the executive.

In the opinion of the Committee, responsibility for the Legislative Building should be transferred to the Speaker. This would avoid the divided jurisdiction that currently creates problems, ensure that the legislative function has primacy in the Building, and also ensure that future planning for the Building will be carried out on a non-partisan basis. The necessary changes to the Legislative Building can be carried out adequately only under the direction of the Speaker. To avoid duplication, the Speaker should contract with the Ministry of Government Services for the operation and maintenance of the Building. However, the direction of the Building and the well-being of its employees and occupants must be the responsibility of the Speaker.

It would be the Speaker's immediate task to make the primary function of the Building legislative and to initiate its refurbishing to incorporate improved accommodation and facilities for Members. He may wish to seek assistance from the proposed Committee on Management and Members' Services, but this should not delay immediate action on the most urgent changes recommended.

The Committee feels strongly that under the direction of the Speaker sufficient funds must be dedicated to bring the Legislative Building up to a standard that befits the capital of Ontario and meets the needs of the Members.

In 1971, a major plan was prepared for the installation of air-conditioning in the Building. Although the plan did not include any rehabilitation of the structure, given the age of the building, the plan included replacement of the electrical system and therefore considerable re-decoration. This plan was deferred at the time for economic reasons.

The Committee is now of the opinion that the renovation and restoration of the Building, incorporating the 1971 plan, must be carried out as a matter of urgency. The project will be lengthy - it may take three years - and it will be costly. The Committee is advised that it will necessitate vacating one-third of the Building for at least one year at a time while the work is being done. During this time, alternate accommodation will have to be found. The disruption will be significant but is unavoidable now that such extensive work is required. It is the opinion of the Committee that the project should be scheduled for completion by 1980.

The Committee notes that the Government has been willing to dedicate substantial funds to communities for the preservation of historic buildings such as Osgoode Hall in Toronto, Victoria Hall in Cobourg, City Hall in Kingston and the Norfolk County Court House in Simcoe. In view of the importance to Ontario of the Legislative Building, it should be given even greater priority.

Some of the recommendations, such as those for art work and displays depicting Ontario's history, should be planned for now and incorporated into the Building at each stage of the renovation. Others, including the need for committee rooms and adequate offices for Members, are so urgent that interim arrangements must be made.

If Members' offices have to be temporarily relocated outside the Building during the renovations, they should go the minimum distance possible, that is to the Whitney Block, and they should go only after all space in the Building has been made available for their use. In accordance with the recommendations of this Committee, it would be prudent for the Government to anticipate this temporary overspill from the Legislature and not to dispose of any available accommodation in the Queen's Park area, such as the old Hydro Building on University Avenue.

Refurbishing of the Legislative Building

The Legislative Building should be a showcase of the history and culture of Ontario. The Building should be refurbished to give visitors a greater awareness of both its history and its symbolic importance.

In particular, the Committee is concerned that there is little to attract the imagination or interest of the thousands of school children of varying ages who come to the Building on tours each year. The Heritage Rooms and guided tours tell visitors very little; the educational content of the Heritage Rooms is commendable, but the information is difficult to absorb and in many cases does not appear to be either directed to or relevant to the interests of many visitors.

The experts who undertook such well-known historical projects as Sainte Marie Among the Hurons and Old Fort William have shown that Canadian history can be presented as real and exciting. When major renovations to the Building are undertaken, the Ontario Heritage Foundation and other appropriate advisors should be invited to participate in the design of a new historical display and presentation for visitors. As a short-term measure, the Heritage Rooms should be re-designed to be more informative and attractive. One of them should be converted to an audio-visual display with films designed for differing age groups.

The main lobby in the front entrance to the grand staircase is the focus of attention for most visitors and the place where student groups always gather. The present array of travel literature on the one side and railway station waiting room furniture on the other side surely does not befit the Legislative Building. Some space in the lobby should be provided for information about Ontario and for rotating exhibits which could range from hand crafts to industrial designs and many other aspects of the lives of Ontario residents. It may well be desirable when refurbishing the Building to open up the vaults on either side of the lobby to expand the display space.

For those who work in the Building as well as for visitors, there is little art to give life to the halls and working areas. The Building is ideal in situation and design for showing the work of Ontario's artists and craftsmen. The paintings currently displayed have been in place for years and are not cared for professionally. These paintings are of interest and value, but not so much that they should be hung in perpetuity.

In 1973, the Ontario Arts Council appeared before the Select Committee on Economic and Cultural Nationalism in support of the development of artists and sculptors in Ontario. The Committee's Final Report on Cultural Nationalism includes the Council's recommendation:

To help provide a healthy economic climate for artists and sculptors in the province... the government should allocate 2% of the budget for new buildings and 5% of budgets for remodelling or refurbishing buildings or offices, for the commissioning or purchase of art works.

The Report goes on to suggest that:

The Ontario Government might consider programmes to acquire and dispose of new paintings and sculpture on a rotating basis to stimulate creative activity in Ontario and the wider dissemination (eg. to local galleries) of artwork in the province.\*

The Committee endorses the principle of both these recommendations and urges that a portion of the budget for the refurbishing of the Building be allocated to the acquisition of art. This is a legitimate cost of the project which should be anticipated; in addition, some acquisitions may be eligible for support from Wintario.

When art for the Building is being planned, the Committee suggests that consideration be given to commissioning one or more murals depicting aspects of the history, culture and life of Ontario.

Further, the Legislative Assembly should maintain a budget for the acquisition and display of art throughout the Building, in Members' offices and committee rooms as well as in the reception area and hallways. The collection should be planned, purchased, displayed and cared for under the supervision of experts, perhaps from the Art Gallery of Ontario.

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\* Report of the Select Committee on Economic and Cultural Nationalism, Final Report on Cultural Nationalism, 1975, page 31.

Members' Offices

Working space is limited by the size and configuration of the Building. Within these constraints, however, the Committee has assessed the requirements of the Legislature by examining each aspect of it, for example the Members, the caucuses, the party leaders and committees, and recommends a general allocation of space to each function. Obviously, the requirements of each party change and recommendations should be considered as guidelines within the constraints mentioned.

The Committee is confident that, if the priorities suggested in this Report are accepted and met, with careful planning there is adequate space in the Building to meet the needs of a legislature of 125 Members. The Committee met with a team of advisors from the Ministry of Government Services and gratefully acknowledges their assistance. With them, the Committee examined all available working space and every possibility for expansion.

Although at present there is considerable unused space on the fifth floor of the Building, some of that space will be required for expansion of the physical plant and renovation of any other space would be extremely expensive. The only area where expansion appears to be practical at this time is the fourth floor of the east wing. This is an option the Speaker may wish to keep in mind in carrying out the recommendations of this Report.

As the tables in Appendix A explain, there are approximately 107,000 square feet of office space in the Building, along with approximately 9,000 square feet of committee and board room space. This total excludes the Chamber, the Speaker's Apartment, the Lieutenant Governor's Suite, the Library, the basement, vaults and other storage areas.

The present allocation of this space is as follows:

|   |                    |
|---|--------------------|
| Government Members and staff                  | 11,082 square feet |
| Official Opposition Leader, Members and staff | 13,933             |
| Liberal Party Leader, Members and staff       | 13,938             |
| Premier                                       | 14,862             |
| Cabinet                                       | 9,606              |
| Sessional Offices                             | 5,262              |
| Speaker and staff                             | 5,727              |
| Clerk and staff                               | 2,129              |

In reviewing office accommodation, the Committee looked at what should be provided Members so that they can properly fulfill their responsibilities to the public and their constituents. Each Member requires enough space to accommodate, in addition to the Member, the secretary and the research assistant. The office must be spacious enough to house the Member's books, papers and files, and be suitable in size and arrangement for the reception of constituents and delegations.

With these things in mind, the Committee recommends that a minimum of 500 square feet be allocated as office space for each Member and his or her staff. Because the Cabinet, the Speaker and Deputy Speaker and Parliamentary Assistants have other provisions, space must be provided for about 90 Members in a House of 125 Members and for about 120 Members in a House of 155, requiring 45,000 square feet and 60,000 square feet respectively.

The Committee recommends that the leaders of the Official Opposition and the third party each be entitled to an office of approximately 500 square feet and that they each be entitled to an additional 2,000 square feet for personal staff. This space should include a secure vault for document storage.

If Members receive the research assistants proposed, there will not likely be any increase in the leaders' research; therefore, the Committee recommends that each opposition leader be allocated 2,500 square feet for research staff.

The Committee concurs with the recommendation that the offices of the Premier, the Executive Council, the Speaker and the Clerk remain in the Legislative Building. These four functions now occupy approximately 31,000 square feet and the same amount should be maintained for their use. Spokesmen for the Offices of the Premier and Cabinet appeared before the Committee and gave assurance that, to the best of their knowledge, the current accommodation provides enough space for the present and the foreseeable future. Recently, in fact, several offices on the fourth floor were vacated by the Cabinet staff and should be available for use by others.

Bearing in mind the present use of space, each caucus should be entitled to 1,000 square feet for administrative staff and support services.

It is difficult to assess either the need for or the use of Ministers' sessional offices. Ideally, they provide accommodation for Ministers so that they may spend more time at the Legislature while it is sitting, rather than have to return to their ministry to carry on the business of the day.

At present, with one or two exceptions, these offices are rarely used. The Committee recommends that rather than assign each Minister a private sessional office, eight sessional offices and a small meeting room, totalling 3,000 square feet in area, be allocated to Cabinet to be shared as required among the Ministers.

After consultation with several Parliamentary Assistants, the Committee recommends that, similarly, two sessional offices and a meeting room, totalling 1,000 square feet, should be provided Parliamentary Assistants for their co-operative use.

These two recommendations reflect the priority the Committee feels must be given to meeting the Private Members' needs for offices and services.

The Chamber

The Committee met with the Speaker to apprise him of their review of the Building and to discuss with him whether the Chamber should be included in this Report. The Speaker agreed and welcomed recommendations. The Committee believes that the Chamber should be included in the major up-grading of the Building.

The Committee is pleased to note several major improvements to the Chamber, which were discussed with the Speaker, are currently underway - including the installation of new, soundproof draperies, replacement of the sound system, maintenance of the lighting and repairs to some furniture.

The Commissioners recommend that the Members' desks be removed from the Chamber to provide more room. The Committee disagrees. However, the present chairs which are very bulky should be replaced and smaller desks may well be required in an arrangement to make better use of the considerable space in the Chamber. In its Second Interim Report the Committee recommended that the Speaker review the use of space in the Chamber and the possibility of an additional row of desks. This is one of several options which might be considered - including another row of desks, a reduced vertical angle to the levels of the desks or a semi-circular seating arrangement - any or all of which would be practical improvements to reduce the crowding in the Chamber.

In a statement to the House April 12, 1976 the Speaker announced that as a result of an accident in the east public gallery on April 6th the Director of the Ontario Government Protective Service had been requested to instruct his staff to take special care in assisting people to their seats. At that time, he also requested this Committee to submit proposals for the restructuring of the galleries.

At present the galleries do not offer visitors a comfortable vantage from which to observe the Legislature's proceedings. Though comfort and visibility are desireable, given the structure of the galleries, safety is the most important feature. During the current recess, new specially designed handrails and a new lighting system are being installed. Both these improvements should reduce the hazards of the steep incline.

Having consulted with the Speaker and to comply with his request, the Committee recommends that a more detailed study be undertaken to assess the possibility of structural modifications to reduce the steep incline and to permit more comfortable seating.

Such modifications could be incorporated into the general refurbishing of the Building as recommended by this Committee.

Caucus and Committee Rooms

Existing caucus and committee rooms clearly do not meet the needs of Members or the public. Though some rooms are spacious, they are not furnished in a way which makes them either comfortable or adaptable for other uses.

At present, the Liberal caucus room in the basement is inadequate and the Official Opposition caucus room is too small. The Committee recommends that each caucus room be approximately 1,200 square feet, roughly the size of the present Government Caucus Room. The requirements of each caucus change, but it is fair to expect each caucus room to be adequate in size, soundproof and furnished to ensure its usefulness for a variety of purposes. Based on past experience, the Committee believes that Members of each party should have their offices in the same area of the Building as their leader, their research staff, support services and where possible their caucus room. The separate arrangements which currently exist are not satisfactory.

If committees are to fulfill the responsibilities many are now being given and all would have under the proposals of the Second Interim Report, they must be provided with suitable facilities in which to meet. Clearly, such facilities are not provided at the present time.

It is the intention of both the Commission and the Committee to enhance the role of the Private Members. Many of the facilities which are recommended will serve the dual purpose of improving services for Members and for the public as participation by both in the legislative process is expanded.

Having in mind the recommendations in the Second Interim Report for the structure of committees and their power to appoint sub-committees, the Committee perceives certain facilities will be required.

Every committee room should be furnished to accommodate the Members at proper meeting tables and to accommodate delegations, observers, Hansard and the press. The furnishings should be attractive, comfortable and adaptable to several configurations to serve different purposes. Every room should have adjustable lighting and a permanent sound system for Hansard and the media. One room should be fully equipped with audio-visual equipment. Each room should provide storage for committee documents and files. The Second Interim Report recommended that a telephone booth be located adjacent to each committee room.

These recommendations can be implemented in a relatively simple and inexpensive way, as exemplified in Senate Committee Room 356-S in Ottawa which meets the needs of a committee in a style which is functional yet simple, almost Spartan in design. Photographs and a floor plan of this room have been forwarded to the Speaker for his reference and for review by Members.

The Committee recommends that Rooms 151, 127-128 and 129-130 be equipped to serve as medium size committee rooms. A large room should be available for the discussion of bills of widespread public interest such as the recent health disciplines and rent control bills and the current family law legislation. A very large room would be impractical for most committees but should be available and could be provided if Rooms 127-128 and 129-130 were adjoined by a removeable partition which, the Committee is advised by architects, would be possible.

Rooms 227-228 and 229-230 should also serve as medium size committee rooms and Room 224-225 as a small committee room, suitable with its ante room for a small standing committee which would have permanent staff, such as the proposed Committee on Regulations and Other Statutory Instruments.

Rooms 163, 263 and 363 should remain as Government board rooms.

The Government should always have priority for their use, just as committees must have priority for the use of committee rooms. However, with the increasing demands for meeting facilities, the Clerk's Office and the Cabinet Office should co-operate to ensure that all meeting rooms are used to the best advantage of all.

As committee and board rooms are essential, the Committee recommends that they be maintained as such and not converted into offices, as has been done on occasion in the past.

As indicated in Appendix A, the total office and meeting room space available in the Building is approximately 117,000 square feet, about 11,000 more than the projected requirements for offices and committee rooms for the current House of 125 Members. The Speaker should allocate this space to the additional needs of the Library, to the press and to legislative support services. This 11,000 square feet does not include space in the basement or on the fifth floor, nor does it include the media studio, the Speaker's Apartment or the 7,500 square feet in the Lieutenant Governor's Suite.

As mentioned earlier in this Report, the proposed renovation of the Building would likely be undertaken in three stages of at least one year each. Since the Lieutenant Governor's Suite will have to be vacated during the major renovations to the west wing and alternative accommodation found, this would be the appropriate time to find new permanent quarters for the Lieutenant Governor outside the Building, as was recommended in the Commissioner's Second Report.

In assessing the Building's space, the Legislative Library has been considered separately, excluding the secretariat offices, and not as available space. A review of the Library, its collection and services is dealt with elsewhere in this Report.

The Committee has not incorporated the basement into its calculations of available space, but it may offer alternative accommodation for some functions such as Hansard which would otherwise have to re-locate outside the Building, as in Ottawa, when their present offices are required by the Speaker for Members.

As has been previously acknowledged, some of the proposed facilities for committees will have to be incorporated into the major renovation of the Building. However, the allocation of rooms should be done immediately and as much as possible the facilities and services recommended should be provided in the existing rooms.

There are several improvements which could be implemented quickly and would be of great assistance to Members.

The division bells should be less strident in tone but audible throughout the Building. If possible, it would be helpful and less disruptive to committee meetings if the bell for a vote were distinguishable from the bell for a quorum, and if both were distinguishable from a fire alarm bell.

The small reference library in the Chamber, behind the Speaker, should be reviewed and supplied with current statutes, dictionaries and appropriate reference materials of use to Members during debates.

The facilities and furnishings in the lobbies adjacent to the Chamber should be improved to be of more practical use to Members. The small library on the west side is almost unused. Its entrance should be enlarged so that the library will provide additional lobby space for the two opposition parties.

The cloak room on the west side is also unused. All but a few of the coat racks should be removed and the space used to provide private telephone facilities, as have been recommended previously for every committee room.

The furniture in the lobbies should be more attractive, comfortable and arranged to permit more private conversational groupings. The congestion in the east, "Government" lobby after question period could probably be alleviated by greater use of the sessional offices provided Ministers and Parliamentary Assistants.

House proceedings should be piped into the west lobby as is now being done in the east lobby.

The sound system which relays proceedings in the Chamber to the Offices of Party and House Leaders is extremely convenient. This service should be provided to Party Whips as well. The Committee also recommends that these facilities be adapted to include the proceedings of committees.

All these recommendations should be implemented along with the other interim improvements to the Chamber.

THE LEGISLATIVE LIBRARY

The Second Interim Report of the Commission dealt at length with the Legislative Library, its responsibilities, services and administration, and concluded that "an improved Legislative Library is essential, and as soon as possible."

As part of its review of support services to Members, this Committee also felt that an assessment of the Library was urgent. Our assessment included several discussions with the Legislative Librarian, a tour of the library and a visit and tour of the Library of Parliament when the Committee was in Ottawa in February 1976. The need for an expert study of the Legislative Library was stated in the Committee's Second Interim Report and subsequently agreed to by the Speaker. The Committee thereupon requested the Parliamentary Librarian, Mr. Erik J. Spicer, to prepare a report on the present and future operations and requirements of the Library, the adequacy of its present collection and services and changes that should be made. A copy of Mr. Spicer's report is included in this Report as Appendix B.

Mr. Spicer's assessment of the Library is comprehensive and it is critical. The Committee acknowledges the indifference on the part of both the Government and the Members in general which has contributed greatly to the neglect of the Library. However, the Committee accepts Mr. Spicer's conclusions and recommends that his recommendations be implemented immediately.

The selection of a new Director of the Library, Research and Information is the most urgent major recommendation in Mr. Spicer's report. The Committee recommends that advertising not be ruled out in the selection of applicants and that the Speaker and the Board of Internal Economy seek Mr. Spicer's advice in both defining the position and recommending the choice of a new director. Like Mr. Spicer, the Committee sees the position representing a combination of research, administrative and library skills.

Although the Committee had assumed that no additional office space would be required for the Library, Mr. Spicer's report indicates that about 3,000 additional square feet will be needed when the research unit is created. This additional space for the Library should be located on the fourth floor of the north wing, adjacent to the Library, and should have priority in the allocation of the 11,000 square feet which the Committee calculates will be available after the requirements of the Members have been met.

The Committee disagrees with the decision of the Government to defer implementation of the recommendation in the Second Interim Report that a research assistant be provided each Member of the Legislature. Of the 82 Members who replied to the questionnaire circulated by Mr. Spicer, 69 indicated that they would like research assistants.

The Committee reiterates its recommendation that every Member be provided with a research assistant, as a matter of urgency. In the normal course of events, the research unit in the Library should be established simultaneously with the research assistants, but its creation may have to await the appointment of a new director. To further delay the appointment of research assistants, however, or to delay implementation of Mr. Spicer's report, would in his words be "to choose the heavy expense of ignorance over the relatively insignificant expense of timely information properly selected, evaluated and available."

The Committee would like to express their sincere thanks to Mr. Spicer and his staff for their willingness to undertake the study for the Committee and their subsequent diligent effort to prepare, in a relatively short period of time, an excellent and comprehensive report.

TELEVISION AND RADIO COVERAGE

The Committee, in its First Interim Report, recommended:

That this Legislature give access to press gallery members for radio, film and still photograph coverage of the Legislature and its committees, in time for the next session, provided that a committee composed of the Speaker, representatives of all three parties and of the press gallery can reach a satisfactory agreement on the details of such access.

Second Interim Report, Appendix A.

Subsequent to the adoption of the Report December 18th, 1975, a committee was formed to implement this recommendation. Radio and film access were provided and several types of television lighting were tested during the past session. At the close of the session, neither the sound nor the lighting were satisfactory. However, the Speaker has assured the Committee that these problems are being corrected.

The details of television and radio coverage of the Legislature which the Commissioners' discuss stand referred to the Speaker's committee as part of their responsibility for its implementation. This Committee cannot impress too strongly upon the Speaker's committee the importance of proceeding with some dispatch to assure the complete and satisfactory provision of these facilities.

As a further reference, the Speaker's committee should consider whether or not permanent installations such as camera positions and a control room should be provided for in the refurbishing of the Chamber. In anticipation of both the renovation and the likely acceptance in the future of an electronic Hansard, such requirements should be determined as quickly as possible by the Speaker's committee and presented to the House for consideration and subsequent incorporation into the plans for the Chamber.

One of the concerns discussed at length by the Commissioners is the potential danger of broadcasting proceedings without adequate means of redress for individuals mentioned during debates.

On reflection, the Committee believes that the protection presently provided by the courts in relation to newspaper reports of proceedings in the Legislature is adequate to deal also with broadcast reports, and that no new mechanism such as that recommended by the Commissioners is required.

LEGISLATIVE PRESS GALLERY

We take as given the right - and the public interest that requires such a right - of the Legislative Gallery to admit its own members, discipline their conduct, be seated in the Press Gallery, move freely in the legislative environs, attend open meetings of legislative committees, be provided promptly with free copies of all Government releases, be provided adequate common work areas, with requisite ancillary services and facilities, and that none of this ought to be subject either to the "whim" of Mr. Speaker or to ministerial caprice.

Fifth Report, Page 27.

This statement describes the basis for the review of the Legislative Press Gallery by both the Commission and this Committee. Subject always to the prerogatives of the Members, the Press Gallery should be given, the Committee believes, a high priority to remain in the Legislative Building.

The Committee has met with representatives of the Gallery and as a result of those meetings recommends that, when the renovations to the Building are undertaken, the common facilities provided the Gallery, including the documents room, the news conference room and the mail room be up-graded and further that additional office space be allocated to it.

The Commissioners recommend that a "hot room" provide visiting journalists with desks, typewriters and telephones. Such a facility would have the dual benefit of reducing crowding in the offices of full-time members of the Gallery and, importantly, of encouraging

smaller and specialized papers to report on the business of the Legislature. This facility should be provided immediately in the east tower and later on, during the major renovations, approximately 1,500 square feet of additional office space should be allocated to the Gallery to alleviate crowding and to compensate for the space given over the hot room.

The media studio or news conference room on the main floor of the Building is, in the words of the Commissioners, needlessly inadequate. Improvements to this facility and replacement of equipment need not await the renovation of the Building and should be undertaken immediately.

Those improvements which can be undertaken immediately should be implemented by the Speaker's joint committee, which should then review in closer detail the services and equipment provided the Gallery.

The Committee discussed with Gallery members the provision of documents and reports produced by the Legislature and tabled by the Ministry. The present system is irregular and inadequate. As the Commissioners recommend, an improved system should be devised to ensure that all such documents and reports are speedily available to the Gallery. This system should include the provision of sufficient copies, more than at present, of the instant Hansard transcripts, to adequately meet the Gallery's requirements.

The Committee concurs with the recommendation that the right of the Gallery to determine its own membership, lay down its own regulations, and impose its own discipline on its members should be recognized either in the Standing Orders or by resolution. As is now the case, all decisions would be subject to the right of appeal to the Speaker.

The Commissioners recommend that the Speaker appoint a small, tri-partite committee of Private Members, representatives of the Press Gallery and himself so that consultation and continuity may be assured and the interests of both legislators and the media more easily reconciled.

The Committee agrees and recommends further that the Members appointed to this committee be Members from the proposed Committee on Management and Members' Services. This new committee could assume the responsibilities of the Speaker's current joint committee as well as the matter of improvements to the media studio.

The Committee would like to express its concern about the news report service presently provided by the staff of the media studio. Two past procedures, their participation in the "scrum" after question period and their reports being personalized "from Queen's Park", have been discontinued. However, of continuing concern is their initiation of radio news reports about Government policy. The Committee believes that the media studio should offer its services and facilities on a uniform basis to all Members, to be provided on the request of a Member or a Minister rather than on the initiative of the staff.

INFORMATION REFERENCE SERVICE

The great variety of government programmes introduced over the past few years have brought many benefits to the people of Ontario, but they have also contributed to the growth and complexity of government. It is more difficult now than in the past to locate programmes, obtain information about them or receive benefits from them.

As the Commissioners point out at some length, constituents are tending to rely more and more on Members of the Legislature both for government information and to help them gain access to assistance programmes. The Commissioners note that the reasons for this trend are clear - elected representatives are well known and people realize they will want to assist them. Equally clear is the difficulty any large government faces in providing accessible, courteous service to a large, widespread populace.

The Committee shares the Commissioners' concern that the public should be provided with access to government information and assistance, without cost to the individual. It does not agree, however, that the appropriate vehicle for that access is the public library system.

In the opinion of the Committee, Ontario should ensure that information on government services is available to the public through a provincially-encouraged network of community information services. These services should be established and run upon local initiative, however, rather than be an arm of the provincial government. Since they provide information on services at all levels, the federal and local governments should be asked to share with the Province in the funding, and some private funding is desireable. These centres should encourage the use of volunteers rather than rely wholly on paid staff.

#### Public Libraries

The Commissioners recommend that the Speaker and the Government, in co-operation with the Ontario Library Association and the Ontario Library Trustees, consider the establishment of a network linking with telephone and telex a number of libraries in the Province which could commit themselves to providing a public information and reference service during library hours six days a week.

In reviewing this recommendation, the Committee met with representatives of the Citizens' Inquiry Branch and the Provincial Library Services Branch of the Ministry of Culture and Recreation, the Northern Affairs Branch of the Ministry of Natural Resources, the Publications Service of the Ministry of Government Services and the Community Information Centres of Ontario.

The Committee believes that public libraries should play an important role in accessibility of government information. They should be well provided with current government publications, information and directories. They should not be expected, however, to deal with the social service problems which generate the majority of inquiries for information and referral.

The Committee has also noted, but does not accept, the recommendation in the recent Bowron Report that the public libraries system be expanded into a larger organization incorporating community information services.\*

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\* The Ontario Public Library: Review and Reorganization, Prepared for the Ontario Provincial Library Council by Albert Bowron, December 1975, page 44.

The major role which the Committee foresees for public libraries in the provision of government information should be based upon their acquisition and presentation of materials published and/or distributed by the Publications Service of the Ministry of Government Services. The Committee was impressed with this operation, which is responsible for the warehousing and distribution of all government publications. The Committee supports the Manager's declared intentions to improve and expand the present services.

The Publications Service has a network of depository libraries in Ontario, other provinces and the United States which receive, free of charge to a certain limit, one copy of each government publication designated a depository item. For libraries with space, staff or financial limitations, there is a selective depository system which entitles them to receive requested publications only. The Committee was encouraged by the response to this service and the plans to expand it to a greater number of libraries.

The Committee recommends that selective depository privileges be extended to all public libraries in the Province. This would enable libraries to receive, at no charge to a reasonable limit, those government publications that are relevant to the needs and interests of the area. Hansard should also be available to these libraries, free of charge.

All university and community college libraries in Ontario are depositories for government publications. The Committee has been advised that a depository system for high school libraries is currently being planned, to be in place on a limited basis within the next year or so. This programme is commendable and should be given priority for implementation in all high schools as quickly as possible.

The Publications Service currently operates two bookstores, one in Toronto and one in Windsor in cooperation with a public library, for the retail distribution of government publications and information. Acknowledging the particular difficulties of retail distribution, the Committee believes that to make Ontario government publications more widely available to the public, additional retail outlets should be established.

Northern Affairs Offices

The Committee believes that the special information needs of the citizens of the North should continue to be met through the Northern Affairs Offices of the Ministry of Natural Resources.

These Offices, 24 in all, handle approximately 20,000 transactions per month, of which about 25% deal with federal government programmes. The staff provide information on the services of all levels of government and stock the hundreds of forms required for everything from fishing licences to pensions.

These Offices have provided an excellent service and their success is clear proof of the need to provide such access to government information on a province-wide basis.

Community Information Centres

Community information centres have also evolved in response to local needs, commonly in urban areas. Though some centres were established because of the federal Local Initiatives Programme, their success has demonstrated the need for such services. Also, the federal support at the outset indicated a passing acknowledgment of an obligation to meet those needs.

At present, however, most centres are supported by community funds and volunteers as well as by the Ministry of Culture and Recreation, through its Community Information Centres Branch. For provincial assistance, centres must meet stringent funding criteria which require the centres' primary function to be the provision of personalized information on resources and services available to anyone requiring the information. In addition, each centre must identify gaps or deficiencies in services in the community and report them to the appropriate agency.

The Committee was favourably impressed with the development to date of community information centres. The Province is already supporting these centres with advice and financial assistance. The Committee strongly urges the Government to maintain this support and extend it to areas not now served by the programme.

Such expansion will require the review and revision of the criteria for financial support from the Ministry to ensure that while remaining stringent they are also flexible enough to encompass and meet the different needs of communities in rural Ontario and to ensure that there is equal access to service without unnecessary duplication.

An example of the need for flexible criteria is the District of Parry Sound, which shares the acknowledged special needs of the North, yet for government administrative purposes is considered part of Southern Ontario. Like Northern Ontario, the District of Parry Sound should be provided with a Northern Affairs Office by the Ministry of Natural Resources. In the North and in the District of Parry Sound, a Northern Affairs Office should not preclude the development, where necessary, of community information centres.

The supporting Ministry, Culture and Recreation, provides the government financial support for this programme from within its budget. The Committee would like to see other ministries whose programmes are dealt with by the centres - Labour, Health, Housing and Consumer and Commercial Relations, for example - assist in the provision of information to these centres.

For that matter, such a large proportion of the transactions deal with federal programmes that it is logical and appropriate to request the federal government to share the cost of this service, as the centres are likely to be used to an even greater extent now that Information Canada has been dismantled.

The Committee believes that the impetus for information centres should be generated in the community, by local government or by volunteer associations. To ensure that services and their support are distributed equitably throughout the Province, centres should be required to meet criteria for funding and service set out and administered by the Ministry of Culture and Recreation. The Committee is reluctant to suggest a formula for funding, but suggests that the senior levels of government share the major portion of the cost, recognizing that the service is for all levels of government, as the current use of existing centres clearly demonstrates. With the exception of the Northern Affairs Offices, all community information centres should be brought within the jurisdiction of the Ministry of Culture and Recreation for funding and maintenance of standards for service.

As a means for providing province-wide co-ordination and sharing of information, community information centres should be connected to Queen's Park by Zenith telephone lines and telex service. In addition, the Ministry should consider providing centralized training for staff and a back-up resource service for the centres, as is mentioned in the following section dealing with the Citizens' Inquiry Branch.

Community information centres provide needed information and referral services on a personal basis in a familiar environment. It would be in the best interests of the Government and the public if community information centres could be established on a province-wide basis to meet the differing needs of urban and rural communities and the special needs of the North.

Citizen's Inquiry Branch

The Citizen's Inquiry Branch within the Ministry of Culture and Recreation was designed to provide central assistance for existing community and government information services. It operates an information desk in the Macdonald Block at Queen's Park, publishes the useful KWIC index of government programmes and answers inquiries to Ontario 20, a Ministry of Industry and Tourism programme which invites people to write in their own language for information or assistance relating to provincial programmes.

The Committee believes that needs have changed and two factors, the appointment of the Ombudsman and the establishment of constituency offices, have altered substantially the subject and direction of public inquiries.

As a consequence, the Committee believes that the Citizens' Inquiry Branch is no longer necessary. The direction and assistance given visitors to Queen's Park need not require a special branch, and the KWIC index and back-up resource services to community information centres could be continued as a part of the existing Community Information Centres Branch of the same Ministry, Culture and Recreation.

#### Constituency Offices

In February 1976, following the debate and adoption of this Committee's First Interim Report, the Government approved the establishment of publicly-funded offices in each constituency of the Province. These offices are intended to facilitate the Members' handling of constituency business at the local level rather than at Queen's Park. Many such offices have been set up and are dealing with a great volume of work which would otherwise take an undue amount of the Members' time, which must increasingly be devoted to the business of the Legislature.

These offices would provide a convenient outlet for the distribution of information about government services and programmes, the subject of so many inquiries to Members. To further broaden the local public access to government information, the Publications Service should provide each constituency office with up-to-date government publications, on a selective basis such as that proposed for the public libraries.

TRANSLATION

When major renovations to the Building are undertaken, they should include provision for the installation of facilities in the Chamber and in the large committee room for the simultaneous translation of proceedings. The degree to which translation will be utilized cannot readily be assessed until the service is in place. As a first step, when the facilities are provided, Members should be able to give notice requesting simultaneous translation of their remarks into English or French.

The Committee concurs with the recommendation that a translation into English be provided in Hansard following remarks made in French. On the request of a Member, a translation into French should be provided in Hansard of remarks made in English.

ADJUSTMENT OF REMUNERATION

✓ The Commission's First Report, submitted in May 1973, reviewed in detail the compensation, pensions and insurance for Members of the Ontario Legislature. Based on the recommendations in that Report, improvements in Members' remuneration were introduced in October of the same year. There has been no salary increase since that time.

✓ Again in their Fifth Report, the Commissioners reiterated the need for a review and adjustment of indemnities and allowances for Members, prior to the 1976 session of the Legislature. The Committee regrets that no such action has been taken.

Furthermore, contrary to expectations, the Commissioners reviewed but did not recommend either a rationale for the determination of the Members' salary or a mechanism for its automatic review. As a result, Members are once more placed in the invidious position of initiating an adjustment to their own salary. Such initiatives have traditionally been approached with reluctance and delay. As a result, Members have been forced to cope with severe inflation on a fixed salary of \$15,000 per year, an amount that is now substantially less than the average family income in Ontario.

It is unfair to expect Members and their families to bear such a burden. What makes the situation even more inequitable is the fact that the only freeze on government employees' salaries lasted just one year. The salaries of the Senior Compensation Plan group of executives were frozen October 1, 1975. Since October 1, 1976 however, these employees have received increases of \$2,200 to \$2,400. The base Category I on the "Senior List" has risen from \$28,900 on October 1, 1973 to \$34,400 on October 1, 1976. The most senior pay level, Category V, has risen from \$46,800 on October 1, 1973 to \$52,000 on January 1, 1977. Members have received no increase in salary during this period.

The Committee believes it is essential at this time to increase Members' salaries to take into account the inflation of the past three years and to establish a mechanism for regular review and adjustment on an on-going basis to prevent the need for another large, catch-up increase.

Like the Commissioners, the Committee in turn found this a difficult task. To assist in the formulation of objective criteria for the determination and review of remuneration, the Committee sought the advice of experts and commissioned a report by Hickling-Johnston Limited, management consultants with experience in similar studies for Ontario and other provinces. Their report is included in this Report as Appendix C. ✓

The Committee endorses the principles set out in the Report:

1. That the occupation of a Member of the Ontario Legislature be regarded as full-time.
2. That it be assumed that a Member has no other income.
3. That it be accepted that a typical Member is married with family commitments.
4. That the demands on the family of a Member are such that it is rarely practical for the spouse to contribute significantly to the family income without extraordinary sacrifice.
5. That a Member without some form of private capital has derived income at least at a fully established level in the professions, trades or equivalent.

The consultants recommend that additional responsibilities over and above those of the ordinary Members be compensated for through additional income. The Committee has to disagree, because it finds it difficult to understand what the consultants regard as an "ordinary" Member. Most backbenchers carry extra responsibilities as critics or party spokesmen. These responsibilities could be recognized by making responsibility allowances available to opposition Members in the same way that ministerial salaries now reward additional responsibilities in the Government, but the Committee believes it would be preferable that the responsibilities generally carried by backbenchers be recognized in the basic indemnity.

For the basic indemnity, the Committee is disappointed in the recommendations of the Hickling-Johnston Report. The average age of Members is 48, their years of legislative service is 8, and most Members have many years of related experience before they entered politics. In addition, Members carry an enormous workload and heavy responsibilities. Their decisions have an influence far greater than those taken by most people in the private sector. For all these reasons, the Committee seriously questions whether it makes sense to relate the Members' indemnity to what is earned by someone in the trades or professions at the age of about 30.

To take another standard of comparison, the Committee believes that the basic indemnity of Ontario Members should be comparable to that given Members of the House of Commons and the Quebec National Assembly, since the responsibilities and duties of elected Members in the three houses are comparable.

At this time, however, the Committee recommends that the recommendations of the Hickling-Johnston Report be implemented immediately, within the guidelines of the Anti-Inflation Programme. As the consultants suggest, a further review should be undertaken when the present wage and price guidelines are ended.

Bearing the Anti-Inflation Board in mind, the Committee accepts the recommendation that the basic indemnity be raised to \$20,000 per year and recommends that the increase be implemented in amounts acceptable to the Anti-Inflation Board beginning October 1, 1976. This would mean an increase in taxable income of approximately \$2,400 effective October 1, 1976 and a similar increase effective October 1, 1977. The remainder would begin, along with accumulated cost of living adjustments, October 1, 1978. The Anti-Inflation Board has indicated that it is reasonable to backdate an increase to October 1, 1976, the anniversary of the Members' 1973 increase. Correspondence with the Anti-Inflation Board is included in this Report as Appendix D.

Furthermore, the Committee believes that the Members' basic indemnity should be more equitably balanced with the additional salary paid members of the Cabinet. The Committee believes that the responsibility allowance for Ministers should not be greater than the Members' basic indemnity, as it is now, and therefore that the responsibility allowance should not be increased.

Review by the Anti-Inflation Board of any salary increase will include consideration of the Members' pension plan as well as other fringe benefits. Although the pension plan is not within the terms of reference of this Committee, it is an integral part of compensation which must be taken into account in any discussion of remuneration. The Committee suggests that, in addition to the adjustment of Members' salary, both the pension plan and severance benefits should be reviewed. The Committee believes that the pension should be adjusted to meet current needs and should be based solely on the basic indemnity. The Government of Ontario should make the necessary request to the federal authority to have the exclusion of Members from the Canada Pension Plan ended. In the opinion of the Committee, severance benefits should apply equally to Members who do not seek re-election as well as to those who are defeated.

The Committee recommends that the balance of the specific recommendations of the Hickling-Johnston Report with regard to expenses, mileage, the annual adjustment of the basic indemnity and the regular review of remuneration be implemented immediately.

PROCEDURESThe Opening Date of the Session

The Committee dealt at length with procedural matters in its Second Interim Report. Since the tabling of that Report last June and its debate in December, the session has been adjourned and recalled. It is the current practice to adjourn the session without naming the date on which it will resume. In addition to the previous recommendations for the more efficient organization of the business of the Legislature, the date of the next session should be announced at the time of the adjournment or prorogation, as is the practice in Ottawa. This would be a courtesy not only to all Members but also to Committees which are meeting during the recess.

The Procedure to meet in Camera

The Press Gallery made strong representations to the Committee, as they did to the Commission, for the Legislature and its committees to abrogate their right to hold closed or in camera sessions.

Standing Order 7 states that "All strangers may be excluded from the House on a motion properly moved and adopted by the House."

The procedure for committees is less clear, based upon rulings from time to time by the Speaker, the most recent being given June 14, 1972 with regard to meeetings of the Select Committee on Economic and Cultural Nationalism.

The Committee believes that the Standing Orders should state clearly that all committee meetings are open and provide a procedure for moving into closed sessions.

The Committee recommends that for drafting reports all committees of the Legislature be empowered to meet in camera on a motion properly moved and adopted by the majority of the committee. To meet in camera for any other purpose, during a session there should be required a motion properly moved and adopted by a majority of the committee and subsequently by a majority of the House. During periods of recess, for discussions other than the drafting of reports, there should be required the unanimous consent of the committee.

Mr. Maeck believes that such a decision should be consistent with the procedure for the House and should therefore require the vote of a majority of the committee members, rather than their unanimous consent.

In its Second Interim Report, the Committee concurs with the recommendation in the Fourth Report that there be an official Hansard record of all committee proceedings, with the possible exceptions of meetings held in camera or while travelling.

On further reflection, the Committee believes that the importance of a Hansard record for committee meetings must be emphasized and that the procedures for determining whether to have such a record should be clarified.

For all meetings of select committees, public and in camera, and for all in camera meetings of standing committees, the committee should decide by a majority vote of its Members whether a Hansard record of the meeting will be made.

Similarly, for meetings of standing committees or the proposed sub-committees held while travelling, the decision to have a Hansard record should be determined by the vote of a majority of the committee Members.

At the time of any committee decision on whether or not a Hansard record of proceedings will be made, the committee should also decide, by a majority vote of its Members, whether or not the Hansard record will be published.

Reports by the Ombudsman

In its Second Interim Report, the Committee reported on the role, structure and responsibilities of committees. Consideration of reports by the Ombudsman, however, was delayed in view of the fact that related issues were then being dealt with by the House and Committee thought it inopportune to comment at that time.

In the interim, pursuant to the recommendations of the Report of the Select Committee on Rules and Guidelines for the Ombudsman, (Votes and Proceedings December 11, 1975), a Select Committee was established in July 1976 "to review from time to time the reports of the Ombudsman as they become available, to report thereon to the Legislature, and to make recommendations as the Committee deems appropriate; reports and recommendations of the Committee to be placed on the Order Paper for discussion after presentation." (Votes and Proceedings July 15, 1976)

Those terms of reference were amended "to give the Committee authority to formulate from time to time, as the Committee deems necessary, pursuant to Section 16(1) of The Ombudsman Act, 1975, general rules for the guidance of the Ombudsman in the exercise of his functions under The Ombudsman Act." (Votes and Proceedings December 16, 1976)

Having met with the Chairman of the Select Committee on the Ombudsman and Members of it representing each party, this Committee feels confident that such a small committee is appropriate to consider the Ombudsman's reports and should include in its considerations procedures for review of the estimates for the Office of the Ombudsman and requests for amendments to the governing legislation.

The implementation of the recommendations of the Second Interim Report regarding committee structure will require a review of the role and purpose of all committees, including the Select Committee on the Ombudsman, and at that time the principles relating to committees and sub-committees, as stated in the Report, should be adhered to.

CONTRIBUTIONS TO POLITICAL PARTIES

The Commission's Third Report, in September 1974, dealt with political party financing in Ontario. The following year, in May 1975, most of the recommendations in that report were implemented in legislation entitled An Act to Regulate Political Party Financing and Election Contributions and Expenses, commonly referred to as "The Election Expenses Reform Act".

In February 1976, the Committee was approached by Mr. Gordon Vichert, then Provincial Secretary of the Ontario New Democratic Party, with a request to submit a brief report on their assessment of the legislation and to request first the implementation of the recommendation in the Third Report for an income tax check-off for contributions to political parties and secondly the removal of the taxable income requirement for the tax credit.

Although this matter was clearly not within the Committee's terms of reference, as a courtesy to Mr. Vichert, it agreed to receive the submission and to convey it to the appropriate authorities. The report was sent to the Chairman of the Commission on Election Contributions and Expenses, the Provincial Treasurer, the Minister of Revenue and the federal Minister of Revenue. The submission and the relevant correspondence with these officials is included in this Report as Appendix E.

The Committee is concerned that certain individuals, such as senior citizens, may be contributing to political parties under the mistaken impression that they will receive the tax credit.

The Committee wishes to acknowledge the Ministers' co-operation in dealing with this report and to urge that their consideration of it be completed.

SUMMARY OF RECOMMENDATIONS

| <u>The Legislature and its Physical Environs</u>  | <u>Page</u> |
|---|-------------|
| 1. Responsibility for the Legislative Building should be transferred to the Speaker.  | 3           |
| 2. A major up-grading of the Building should be undertaken to bring it up to a standard that befits the Legislature and meets the needs of Members.                         | 3           |
| 3. The Ontario Heritage Foundation and other appropriate advisors should be invited to participate in the design of a new historical display and presentation for visitors. | 6           |
| 4. The main lobby should be redesigned to include exhibits about life and work in Ontario, as well as information about the province.                                       | 7           |
| 5. A portion of the budget for the renovation of the Building should be allocated for the acquisition of art.   | 8           |
| 6. A budget should be maintained for the purchase and display of art throughout the Building.   | 8           |
| 7. The art collection and displays should be planned, purchased, displayed and cared for under the supervision of experts, perhaps from the Art Gallery of Ontario.         | 8           |
| 8. Each Member should be allocated 500 square feet as office space.   | 11          |
| 9. Each opposition party leader should be allocated 5,000 square feet for his office, his personal staff and research.  | 11          |
| 10. The Offices of the Premier, Executive Council, Speaker and the Clerk should remain in the Legislative Building.   | 11          |
| 11. Each caucus should be allocated 1,000 square feet for support services.   | 11          |
| 12. Ministers should be allocated eight sessional offices and one meeting room, for their co-operative use.   | 12          |
| 13. Parliamentary Assistants should be allocated two sessional offices and one meeting room, for their co-operative use.  | 12          |

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| 14. The Chamber should be included in the major up-grading of the Building.  | 13          |
| 15. The size and arrangement of the desks in the Chamber should be reviewed.   | 13          |
| 16. A detailed study should be undertaken to assess the feasibility of structural modifications to the public galleries.   | 14          |
| 17. Each caucus room should be approximately 1,200 square feet.  | 15          |
| 18. Members of each party should have their offices in the same area of the Building as their leader, their research staff, support services and where possible their caucus room.                             | 15          |
| 19. Every committee room should be adequately furnished and equipped with adjustable lighting and a permanent sound system for Hansard and the media. One room should be equipped with audio-visual equipment. | 16          |
| 20. There should be five medium size committee rooms and a sixth small committee room. Two adjacent medium size rooms should be designed to expand into one very large room.                                   | 17          |
| 21. The present Government board rooms should be maintained.   | 18          |
| 22. The offices of the Clerk and Cabinet should co-operate to ensure that all meeting rooms are fully used.  | 18          |
| 23. When renovations are undertaken, it would be appropriate to provide new permanent accommodation for the Lieutenant Governor, outside the Building.   | 19          |
| 24. The allocation of rooms should be done immediately and as much as possible the facilities and services recommended should be provided in the existing rooms.   | 19          |
| 25. The division bells should be less strident but audible throughout the Building.  | 20          |
| 26. The bell for a vote should be distinguishable from the bell for a quorum, and both should be distinguishable from a fire alarm bell.   | 20          |
| 27. The small reference library in the Chamber should be reviewed and supplied with current reference materials.   | 20          |
| 28. The facilities and furnishings in the lobbies adjacent to the Chamber should be improved to be of more practical use to Members.   | 20          |

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| 29. The entrance to the library in the west lobby should be expanded to provide additional lobby space for the two opposition parties.   | 20          |
| 30. The cloakroom area of the west lobby should be renovated to provide private telephone facilities for Members.  | 20          |
| 31. House proceedings should be piped into the west lobby as is now done in the east lobby.  | 21          |
| 32. The sound system which currently relays proceedings in the House to Party and House Leaders should be provided to the Whips and expanded to include proceedings of committees. | 21          |

The Legislative Library

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| 33. The recommendations of the Spicer Report on the Library should be implemented immediately.   | 22 |
| 34. The Speaker and Board of Internal Economy should seek the assistance of the Parliamentary Librarian in the selection of a new Director of the Library, Research and Information. | 23 |
| 35. Every Member should be provided with a research assistant.   | 24 |

Television and Radio Coverage

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| 36. The Speaker's joint committee on the implementation of media access to the Legislature should review the possibility of permanent installations so that such requirements can be incorporated into the renovation of the Building.                  | 26 |
| 37. The protection presently provided by the courts in relation to newspaper reports of proceedings in the Legislature is adequate to deal also with broadcast reports, and no new mechanism such as that recommended by the Commissioners is required. | 26 |

The Legislative Press Gallery

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| 38. After the needs of the Members have been met, the Press<br>Gallery should have a high priority to remain in the Building.   | 27 |
| 39. A "hot room" should be provided for visiting journalists<br>and those from the specialized press.   | 27 |
| 40. The common facilities provided the Gallery, including the<br>media studio, should be up-graded and the services reviewed<br>by the Speaker's joint committee.   | 28 |
| 41. There should be an improved system for the speedy delivery of<br>reports and documents, including instant Hansard, to the<br>Gallery.   | 28 |
| 42. The Gallery's right to determine its own membership, lay<br>down its own regulations and discipline its members should<br>be recognized, either in the Standing Orders or by resolution.  | 28 |
| 43. The Speaker should appoint a small, tri-partite committee<br>of Members, representatives of the Gallery and himself so<br>that consultation and continuity may be assured and the<br>interests of both legislators and the media more easily<br>reconciled. | 29 |
| 44. The media studio should offer its services and facilities<br>on a uniform basis to all Members, to be provided on the<br>request of a Member or a Minister rather than on the<br>initiative of the staff.   | 29 |

Information Reference Service

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| 45. The Government should ensure that information on government<br>services is available to the public through a provincially-<br>encouraged network of community information services.  | 31 |
| 46. Public libraries should be provided with current government<br>publications, information and directories so that they can<br>fulfill a useful information service. They should not be<br>expected to deal with the majority of inquiries about social<br>service problems. | 32 |

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| 47. The Government Publications Service's network of depositary libraries should be expanded among public libraries and to all high school libraries.   | 33          |
| 48. Retail distribution of government publications should be expanded through establishment of additional bookstores.   | 34          |
| 49. Northern Affairs Offices should continue to serve the special information needs of Northern Ontario.  | 34          |
| 50. The Government should maintain its support of community information centres and expand the programme to include areas not now served.   | 35          |
| 51. Criteria for financial support of community information centres should be stringent, but flexible enough to meet the differing needs of urban and rural communities as well as the special needs of the North.                                  | 36          |
| 52. Ministries whose programmes are dealt with by community information centres should assist in the provision of information to them.  | 36          |
| 53. With the exception of Northern Affairs Offices, the impetus for community information centres should be local, and the provincial responsibility for funding and service standards should continue with the Ministry of Culture and Recreation. | 37          |
| 54. Community information centres should be linked to central information resources at Queen's Park by Zenith telephone lines and telex service.  | 37          |
| 55. The Citizens' Inquiry Branch is no longer necessary. Its useful functions should be incorporated into the existing Community Information Centres Branch of the Ministry of Culture and Recreation.  | 39          |
| 56. Constituency offices should be provided with government publications by the Publications Service, on a selective basis.   | 39          |

Translation

|   |    |
|---|----|
| 57. The major renovation to the Building should include provision for installation of facilities in the Chamber and the large committee room for simultaneous translation of proceedings.       | 40 |
| 58. A translation should be provided into English in Hansard of remarks made in French, and on the request of a Member a translation should be provided into French of remarks made in English. | 40 |

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| 59. The recommendations of the Hickling-Johnston Report on Members' remuneration should be implemented immediately.   | 44          |
| 60. The pension plan and severance benefits should also be reviewed.  | 45          |
| 61. The responsibility allowance for Ministers should not be greater than the basic indemnity.  | 46          |
| <br><u>Procedures</u>   |             |
| 62. At the time of adjournment or prorogation, as is the practice in Ottawa, the date should be named for the opening of the next session.  | 48          |
| 63. Standing Orders should state clearly that all committee meetings are open and provide a procedure for moving into closed sessions.  | 49          |
| 64. For drafting reports, all committees should be empowered to meet in camera on the adoption of a motion by a majority of the Members.  | 49          |
| 65. For purposes other than drafting reports, there should be a motion adopted by a majority of the committee and subsequently by a majority of the House.  | 49          |
| 66. During periods of recess, for purposes other than drafting reports, the unanimous consent of the committee should be required.  | 49          |
| 67. The committee should decide by a majority vote whether there should be a Hansard record of meetings held in camera.   | 50          |
| 68. At the time of any committee decision on whether to have a Hansard record of proceedings, the committee should also decide by a majority vote whether the Hansard record will be published.   | 50          |
| 69. A small committee such as the Select Committee on the Ombudsman is appropriate to consider the Ombudsman's reports and should be empowered to consider procedures for review of the Ombudsman's estimates and requests for amendments to the governing legislation. | 51          |

APPENDIX A

Office Space Available in the Legislative Building

|              |                                    |                |
|--------------|------------------------------------|----------------|
| First Floor  | Resources Secretariat              | 4,605 sq. ft.  |
|              | Speaker                            | 4,502          |
|              | Clerk                              | 2,129          |
|              | N.D.P. Members                     | 2,473          |
|              | Media Studio Office                | 368            |
|              | Legislative Services               | 900            |
|              | Ombudsman                          | 525            |
|              | Ministers without Portfolio        | 2,514          |
|              | Sessional Offices                  | 1,543          |
|              |                                    | 19,559 sq. ft. |
| Second Floor | Premier                            | 9,771 sq. ft.  |
|              | Speaker                            | 400            |
|              | Ministry of Culture and Recreation | 1,000          |
|              | Justice Secretariat                | 2,895          |
|              | Government Caucus                  | 2,040          |
|              | Sessional Common Room              | 1,020          |
|              |                                    | 17,126 sq. ft. |
| Third Floor  | Premier                            | 3,321 sq. ft.  |
|              | Cabinet                            | 5,025          |
|              | Press Offices                      | 4,013          |
|              | Liberal Members                    | 3,072          |
|              | Legislative Counsel                | 4,857          |
|              | Hansard                            | 2,699          |
|              |                                    | 22,987 sq. ft. |
| Fourth Floor | P.C. Members                       | 6,549          |
|              | P.C. Research                      | 573            |
|              | P.C. Administration                | 1,920          |
|              | Sessional Offices                  | 2,699          |
|              | Speaker                            | 825            |
|              | Press                              | 1,398          |
|              | Cabinet Office                     | 4,581          |
|              | Office of the Premier              | 1,770          |
|              |                                    | 20,315 sq. ft. |

|            |                 |                |
|------------|-----------------|----------------|
| North Wing | First floor     | 10,866 sq. ft. |
|            | Second floor    | 11,460         |
|            | Third (Library) | -----          |
|            | Fourth floor    | 5,580          |
|            |                 | -----          |
|            |                 | 27,906 sq. ft. |

Total Office Space Available

|            |              |                 |
|------------|--------------|-----------------|
| Main Wing  | First floor  | 19,559 sq. ft.  |
|            | Second floor | 17,126          |
|            | Third floor  | 22,987          |
|            | Fourth floor | 20,315          |
| North Wing |              | 27,906          |
|            |              | -----           |
|            | <u>TOTAL</u> | 107,893 sq. ft. |

Committee Rooms

|              |           |               |
|--------------|-----------|---------------|
| First Floor  | 127 - 128 | 1,176 sq. ft. |
|              | 129 - 130 | 988           |
| Second Floor | 227 - 228 | 1,200         |
| Fourth Floor | 440       | 920           |
|              |           | -----         |
|              |           | 3,284 sq. ft. |

|                    |                |               |
|--------------------|----------------|---------------|
| <u>Board Rooms</u> | 163            | 712 sq. ft.   |
|                    | 224            | 470           |
|                    | 263, 275 - 277 | 1,914         |
|                    | 363            | 712           |
|                    |                | -----         |
|                    |                | 3,808 sq. ft. |

|                     |                     |      |               |
|---------------------|---------------------|------|---------------|
| <u>Caucus Rooms</u> | Government          | 247  | 1,160 sq. ft. |
|                     | Official Opposition | 113  | 890           |
|                     | Liberals            | none |               |
|                     |                     |      | <hr/>         |
|                     |                     |      | 2,050 sq. ft. |

|   |               |
|---|---------------|
| <u>Total Committee, Board and Caucus Room Space</u> | 9,142 sq. ft. |
|---|---------------|

|                           |                 |
|---------------------------|-----------------|
| <u>Total Office Space</u> | 107,893 sq. ft. |
|                           | <hr/>           |
| Total                     | 117,035 sq. ft. |

OFFICE SPACE REQUIREMENTS

| <u>HOUSE OF</u>  | <u>125 MEMBERS</u> | <u>155 MEMBERS</u> |
|--|--------------------|--------------------|
| Members  | 45,000 sq. ft.     | 60,000 sq. ft.     |
| Leaders and staff (2)  | 5,000 sq. ft.      | 5,000 sq. ft.      |
| Research (2)   | 5,000 sq. ft.      | 5,000 sq. ft.      |
| Caucus support (3)   | 3,000 sq. ft.      | 3,000 sq. ft.      |
| Ministers' sessional offices<br>(8 offices + 1 meeting room)                   | 3,000 sq. ft.      | 3,000 sq. ft.      |
| Parliamentary Assistants'<br>sessional offices (2 offices +<br>1 meeting room) | 1,000 sq. ft.      | 1,000 sq. ft.      |
| Premier and staff  | 14,862 sq. ft.     | 14,862 sq. ft.     |
| Cabinet office   | 7,400 sq. ft.      | 7,400 sq. ft.      |
| Speaker and staff  | 5,727 sq. ft.      | 5,727 sq. ft.      |
| Clerk and staff  | 2,129 sq. ft.      | 2,129 sq. ft.      |
| Committee staff  | 1,000 sq. ft.      | 1,000 sq. ft.      |
|  | <hr/>              | <hr/>              |
|  | 93,118 sq. ft.     | 108,118 sq. ft.    |

THE ONTARIO LEGISLATIVE LIBRARY

PRESENT PROBLEMS & FUTURE POTENTIAL

A Study

by

The Parliamentary Librarian

assisted by

A Senior Librarian

and

A Senior Research Officer

of the

Library of Parliament

Ottawa, Canada

Mrs. Zora Zink, Chief, Collections Division  
Mr. Anthony Wright, Research Officer  
Mr. Erik J. Spicer, Parliamentary Librarian

Ottawa, Canada, January 1977.

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PREFACE: The Supremacy of the Legislature.

A few words regarding the basic beliefs which underlie this report are placed here to help illuminate its findings.

Our basic belief is that parliament, the legislature, is fundamental to Ontario's democratic way of life. This is particularly true because the executive, the focus of power, is an integral part of the parliamentary system, not a thing apart, or opposed, as in the Congressional system. This elementary fact is often overlooked, but is basic to our recommendations.

Because of this integration of the executive and the "people", ministers and representatives, the need for accurate, timely information in readily digestible form is greatly magnified. Late, obscure, or over-long departmental, academic or private reports need prompt compression, scrutiny, and professional criticism which, we believe, can best be supplied by legislative professionals whose only job is to help those elected. No elected member can perform satisfactorily without help - nor can he long appear to be performing satisfactorily.

The role of the library, research and information team is to select, collect, organize and provide facts, compress and explain them, and assist in their intelligent use so that the elected members can make better decisions with a minimum of fatigue and error and maximum benefit for the province and the country as a whole.

Obviously, this is an ideal. It will also take more than just additional people and money to help our elected representatives be, and clearly appear to be, more effective.

Your library needs a more clearly defined goal, firmly stated and maintained. That goal should be to put first the needs of all legislators - Speaker, Premier, cabinet ministers, opposition leaders and back benchers.

This means that outside functions must almost cease. Service to parliamentary "strangers" must not continue to dominate the use of the library.

Moreover, the person in charge of the overall research, library and information needs of the Ontario Legislature must be capable of carrying out this responsibility with a minimum of oversight from the too busy MPPs. The director must also be capable of getting the financial support needed to carry out this mandate by persuasion, good management, and the earned prestige of achievement.

Solutions to difficulties begin in the mind and character of individuals; too much money, too large a staff waste and disperse efforts. It is less expensive and far wiser to pay the right person adequately than to use the band-aid system of relatively minor changes, or even major changes, under a director lacking the imagination, determination and ability to provide truly first-rate service.

To obtain the right person, someone with relevant experience, education, training, imagination, initiative, persistence and reputation, a salary of \$35,000 to \$40,000 is recommended. A lesser salary and a lesser person would, in our opinion, be false economy. On the assumption that this key recommendation will be accepted, a number of relatively minor suggestions, largely concerning staff, will be omitted as redundant.

We cannot, however, dictate your response to our report, nor that of the Ontario Legislature as a whole. For this reason we present numerous other suggestions for improvement. But the two principal ones are these:

1. Service to the Legislature must unquestionably come first.
2. The Director of the Library, Research and Information Services must be an acknowledged leader of stature in

## 2. (continued)

whom not only the Legislature has complete confidence,  
but also the world outside, in which information is generated.

If these two basic recommendations are ignored, the Ontario Legislature will be choosing the heavy expense of ignorance over the relatively insignificant expense of timely information properly selected, evaluated, and available.

Nevertheless, some progress is better than none, and if some of our slighter recommendations are adopted our work will not have been entirely in vain.

## INTRODUCTION

### 1. The "history" of this report.

In their Second Report of December 1973, the Ontario Commission on the Legislature (1) made recommendations about the Ontario Legislative Library. (2) The Fifth Report of the Commission, dated October 1975, proposed an Information Reference Service linking Ontario libraries in a network for the better service of citizens. (3)

On October 30, 1975, the Ontario Legislative Assembly appointed the Select Committee on the Fourth and Fifth Reports of the Ontario Commission on the Legislature under the chairmanship of Mr. Donald H. Morrow, MPP. The Second Interim Report of this Select Committee on June 22, 1976 recommended, among other things, that "each Private Member be entitled to a research assistant" and that existing library services "must be upgraded to offer a strong reference service and a compact research section for committees and Members". (4)

At page 34 of this interim report the Committee said:

*"In order to further improve the library, the Committee recommends that the Library of the Parliament of Canada be asked to carry out an analysis of the library and its services".*

(1) The Commission, appointed by Order-in-Council 1960/72, was chaired by Mr. Dalton Camp with Messrs. Douglas M. Fisher and Farquhar R. Oliver as Commissioners.

(2) Ontario Commission on the Legislature. Second Report, Toronto, December 1973, pp. 55-64.

(3) Ontario Commission on the Legislature. Fifth Report, Toronto, October 1975, pp. 34-38.

(4) Select Committee on the Fourth and Fifth Reports of the Ontario Commission on the Legislature. Second Interim Report, Toronto, June 22, 1976, p.33.

Accordingly, in a letter dated July 20, 1976,<sup>(5)</sup> Mr. Morrow, as Committee chairman, invited the Parliamentary Librarian to make a study of the Legislative Library. Mr. Morrow asked him to "advise the Select Committee on the present and future operations and requirements of the Legislative Library, the adequacy of its present collection and services, and changes that should be made thereto".

With the approval of the Speaker of the Senate and the Speaker of the House of Commons, the Parliamentary Librarian agreed, and assigned a senior librarian, Mrs. Zora Zink and a senior research officer, Mr. Anthony Wright, to investigate and report to him. Their study, conducted late in 1976, has resulted in this report.

Questionnaires were sent to all Members of the Legislature, to members of the Legislative staff and to the Press Gallery at Queen's Park. Interviews were given to those who wished to discuss library service. The Library and other facilities were visited. Library personnel, officials of the Office of the Assembly and a number of other informed individuals were contacted and many telephone calls made.

We very much appreciate the helpful co-operation we received and thank all those who assisted with our report including those who typed the drafts and the final report and those who proof-read and "printed" it. Particular thanks go to Miss Doris Wagg, the Legislative Librarian and her staff and to Miss Cathy Paterson, Clerk of the Select Committee. I should also like to thank my senior colleagues for their helpful comments, but absolve them from blame for the contents.

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(5) See Appendix "A".

2. The history of the Legislative Library.

A brief history of the Library, bearing on its present situation, is given by Professor F.F. Schindeler, of York University:

"At the time of Confederation, the library of the Parliament of the Province of Canada was taken over by the federal government and \$100,000 was given to Ontario as compensation and as a fund from which to create a new legislative library. This library was under the control of the speaker and a standing committee of the Assembly, and its collection had grown to 110,000 volumes by 1909.\* A fire in the west wing of the Parliament Buildings destroyed all but some 10,000 volumes. Following the fire, work was begun on new quarters for the Library in the north wing of the Parliament Buildings, and in 1912 the Library was moved into its new accommodations. In the fifty-three years between 1912 and 1965, when thorough renovations were begun, very little was spent on maintaining the Library's section of the Parliament Buildings." (6)

Hazel I. MacTaggart, noted bibliographer, writes:

"By an Order-in-Council dated May 13, 1821, the Library was put under the Department of Education for purposes of administration. The last Library Committee of the House was appointed in 1946." (7)

The Legislative Library continued to report to the Department of Education until April 1964, when it was transferred to the Department of the Provincial Secretary. In April 1972, it was again transferred, this time to the Ministry of Government Services. Finally, on April 1, 1976, as a result of a recommendation contained in the Second Report of the Camp Commission, (8) the Library became part of the Office of the Assembly. This change affected not only the Library's administrative authority, but also

\* The Ontario Legislative Library was established in Toronto in 1867 and moved to Queen's Park in April, 1893, when the new Parliament Buildings were opened.

(6) Schindeler, F.F., Responsible Government in Ontario, Toronto, University of Toronto Press, 1969, pp. 121-122.

(7) MacTaggart, Hazel I., Publications of the Government of Ontario 1901-1955, Toronto, University of Toronto Press (for the Queen's Printer), 1964, p.117.

(8) Ontario Commission on the Legislature. Second Report, p. 59, (Recom. 4.25).

its standing with the Ontario civil service and Ontario departmental libraries.

We have regretfully found that the Legislative Library lacks a "sense of direction". It is hampered by its mixed legacy, uncertain leadership, and paucity of funds. The staff, zealous and competent, are too few for their prime task of promptly funnelling information to legislators and their research aides unless service to parliamentary "strangers" is severely restricted.

We believe that corrective measures must be taken to build the Legislative Library into a powerful instrument to effectively serve Ontario's hard-pressed legislators. Our findings follow in seven chapters divided into sections for easier reference and indexed. Recommendations appear throughout and, in Chapter VIII, are conveniently arranged for effective action.

A substantial budget increase will be required if our recommendations are to be effective in improving the flow of information to lawmakers beset by pressures of time and the demands of an alert electorate. But an increasing lack of timely, pertinent, and accurate information would be even more expensive.

## CHAPTER I - SOME PRESCRIPTIONS

### 1. The Mood

Fortunately, there is a new awareness of the tasks facing the Ontario Legislative Library\* and how it may carry them out. This new mood is confirmed by shrewd observations about the Library by the Ontario Commission on the Legislature and cogent proposals by the Select Committee studying that Commission's Fourth and Fifth Reports.\*\*

These two bodies have, happily, set the stage for major reforms. Certainly the Library must improve if it is to sustain the accelerated flow of information required by modern legislators. Not only is the number of MPPs to increase at Queen's Park, but the simpler days when representing provincial electors was a part-time occupation have largely passed. As the services of Government to society have multiplied and become more complex the demands on legislators have increased and intensified.

Accurate, pertinent and timely information is essential to an active and effective legislature. Its staff should be the chief legislative source of this information and supplying it to the legislators should be the Library's main activity.

### 2. The Select Committee's Concerns

Suggestions to improve the Library's resources and channel them more efficiently to legislators is the main purpose of this report. As our introduction explains, the Parliamentary Librarian was invited to:

*"... advise the Select Committee on the present and future operations and requirements of the Legislative Library, the adequacy of its present collection and services, and changes that should be made thereto."* (9)

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\* Henceforth referred to as the Library.

\*\* For brevity's sake we refer hereafter to these two bodies as the Camp Commission and the Morrow Committee.

(9) See Appendix "A".

The study was to have "particular regard" to nine points of which the first four are:

- "a. The needs that will be created by the expansion of the House to approximately 155 Members;
- b. The proposed addition of a research assistant to the staff of each Member;
- c. The proposed creation of a small research unit attached to the Library to serve the Legislature;
- d. The possible transfer of the government press clipping service to a vertical file in the Library for the service of Members and the government, along with possible other material that could be included in this vertical file;" (10)

The other five considerations flow from these and are dealt with later.

This chapter discusses, in sections 4-7, the first four points put forward by Mr. Morrow. It then reports, in sections 8-11, general findings based on returned questionnaires, interviews with legislators, legislative staff and others and an on-the-spot examination of library operations.

### 3. Library's Prime Task: to serve Legislators

Before addressing these matters it is important to make clear that the Library exists primarily to serve the Members of the Ontario Legislature. Their needs and prompt attention to their requests must take precedence over any other consideration affecting its operations. The primacy of the Legislature is the foundation of our report.

The Morrow Committee comments:

"the present Library services clearly do not meet the needs of today's Members". (11)

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(10) See "Appendix 'A'".

(11) Select Committee, op.cit., p. 33.

The Camp Commission emphasizes that:

*"the patrons to whom the Legislative Library must give priority in terms of both acquisition and service, are the Members of the Legislature, the staff of the Legislature and the Press Gallery."* (12)

These, then, are its primary clientele: according to the Morrow Committee the Library's services to them are inadequate. Our findings confirm this.

#### 4. Increase in Membership of the Legislature

Obviously, the proposed addition of 30 more MPPs, bringing the total to 155, makes proposals for the Library's improvement all the more urgent, only partly because the number of direct information and reference requests from MPPs will increase. Research staffs of party caucuses, hard-pressed already, will then have even more demands to make on the Library.

Furthermore, the 30 additional MPPs will increase the number of backbenchers on both sides of the Legislature and backbenchers are the legislators with the fewest resources. This is patently true of the Opposition parties, but also applies to the Government party.

At present 27 members of the Government party are either members of the Executive Council or officers of the Legislature. This leaves 25 government members with smaller staff resources than their colleagues. Adding to the number of MPPs means that more Government MPPs are likely to need special library services. In addition, the size or number of Standing or Select Committees may increase in a larger legislature and they may be more active. This, too, will mean heavier demands for library services, particularly if research assistance to Committees is provided by the Library/Department as seems desirable.

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(12) Ontario Commission on the Legislature, Second Report, Toronto, December 1973, p. 59.

##### 5. Personal Research Assistants for each MPP

Interviews conducted during our study and evidence from our questionnaire indicate that most MPPs favour having their own, personal, research assistant. As one legislator said "it's my very strong feeling you cannot have too much research".

We have not been asked to discuss the merits of this proposal, but rather its implications for the Library. Nevertheless, in view of the increasing pressure on legislators' time and their need to give calm thought to complex and often baffling problems, having a competent researcher on staff could greatly increase an MPP's effectiveness. And if MPPs' salaries are raised, the general public will expect even more of them.

Interviews and replies to our questionnaire show that most MPPs would prefer to engage a university graduate as a research assistant. Others would not insist on an academic background if compensating qualifications commended an applicant. In any case, those hired would be skilled employees, paid accordingly.

If the Legislature provides such research assistants, two consequences follow for the Library. Firstly, its active clientele would increase abruptly. The influx of 100 or more busy investigators, intent on getting quickly to the core of many topics hitherto treated more casually by overworked lawmakers, would greatly increase demands on librarians' time and resources. This would dictate an improved library collection and an increased reference staff.

Secondly, the Library would quickly feel the multiplier effect wrought by this sudden accession of legislative research skills. Research begets research. The caucus research groups which in the words of a former MPP, are normally "snowed under", would then have more time to follow up requests that might formerly have been of low priority. They would be stimulated into lines of enquiry hitherto beyond their capacity.

Thus the advent of personal research assistants would necessitate a substantial upgrading of library resources and services.

#### 6. Urgent Need for Small Research Unit in the Library

In view of the statement in the Legislature on December 16, 1976, that "the Government does not support, at this time, the recommendations of the Select Committee concerning research assistants for all Members", and yet the need for research is everywhere recognized, it is more urgent than ever that research assistance, available to all MPPs, be added to the Library.

Even before this, it was hardly surprising that the Camp Commission and the Morrow Committee proposed that the Library provide specialist research help for hard-pressed MPPs. As a former MPP has said, "You have no idea what it's like to want desperately to get into a debate with solid material and not have the time or resources to prepare it ... generally one had to 'wing it'".

The Camp Commission recommended that:

*"A research department be established in the Library of the Ontario Legislature".*

As a first step the Commission envisaged an extension of the reference services provided through the expertise of librarians and "an experimental continuing survey to discover needs which the library can meet. In the long term, we anticipate a larger research establishment composed of a number of specialists who could pursue subject areas in more depth for Members". (13)

The Commission had urged that the Library *"be oriented towards serving the Members in a more aggressive spirit"*. The Commission continued:

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(13) Ontario Commission on the Legislature, op. cit., pp. 62,63.

"In order to facilitate this development, the Commission believes a research capacity must be added to the Library. We are certainly not the first to make such a proposal. The Report of the Select Committee on Rules and Proceedings, 1969, stated:

'Your Committee feels the Members should have available to them as much assistance as a well-equipped and staffed library can provide within the budget provided for it. Your Committee would like to see a broadening of the scope of activities of the Legislative Library, so that research projects could be undertaken for Members.'". (14)

The Morrow Committee has recommended that:

"... research assistance be provided to Members in each caucus, in committees and in the legislative Library".

"The research team envisaged," it said, "might consist of representatives from various disciplines, particularly an economist, a lawyer, experts in resources development, social policy and perhaps business administration". (15)

Reference librarians provide existing information, copies of documents and many other services for legislators. The researcher would sift, compare and summarize the raw material available in the Library (or elsewhere) on any topic and, if time allows, present a concisely written report. Otherwise he may discuss the subject with the client. Broadly speaking, reference is the location and transfer of material; research is the digestion, critical analysis and reshaping of that material into the form most useful to the legislator.

The Library research team would, at the request of MPPs or committees, prepare background papers, studies and précis on any topic of importance to the legislature. Its reports would be politically neutral. Personal political preferences would not cloud their objectivity. The MPP could use the information knowing that it had been tailored exactly as required.

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(14) Ibid., p. 61.

(15) Select Committee, op.cit., p. 33.

The research group would initially be small, but expand when clearly justified. Its members should be "self-starters", working quickly in a manner inspiring client confidence. The group would comprise expertise on legal matters, economics, the environment, government, social questions, science and politics. They should be practical persons, academically trained, and capable of concise expression in a usable form.

Naturally, establishment of such a unit within the Library would necessitate more accommodation, additions to the collection, additional supplies, and more librarians and library technicians.

The non-partisan approach of the Library research unit would not impede its close co-operation with caucus researchers - or with individual research assistants if eventually approved. From discussions at Queen's Park it is clear that MPPs and caucus researchers would look to a library research unit for considerable non-partisan help.

#### 7. A Clipping File

It is important to distinguish between a Press Clipping Service and a Clipping File. The former clips from a number of newspapers on subjects specified in advance by clients and sends out these clippings to its customers. It does not store clippings, much less file them by subject. A Clipping File, however, clips from selected newspapers all items likely to interest a large clientele and then files the clippings by subject, together with other material such as pamphlets, speeches, etc. On request, it sends out copies to authorized clients.

Over the years the Clipping File (a "Vertical File" when it also collects additional material) becomes a selective bank of published information on a great variety of useful subjects and is an invaluable reference source if promptly and properly maintained.

Both the Camp Commission and the Morrow Committee, when using the term "vertical file", clearly propose that a Clipping File be set up in the Library. Thus the Camp Commission three years ago recommended:

*"... the immediate institution of a substantial vertical file complex that is both current and regularly weeded. This vertical file should contain press clippings, reports, speeches, and Hansard selections filed under headings such as: interest groups, boards, commissions, ministries (with complete subject breakdowns), regions and constituencies, personalities, and topics of interest, such as legislative reform, etc. The topics should range widely and should reflect new and emerging subjects of interest to provincial politicians."* (16)

Last June the Morrow Committee recommended that:

*"the press clipping service be transferred to the library, expanded and maintained in a vertical file for access and use by Members and their staff."* (17)

We note the overwhelming demand of MPPs and others for a Clipping File (section 10) and strongly support the recommendations of the Camp Commission and Morrow Committee. In Chapter IV, Service, we consider the proposed Clipping File in greater detail.

#### 8. Access to Computerized Data Banks

Although there has been little demand for this, there is no doubt that as more and more information becomes quickly, inexpensively, and solely available in automated form the Library will need to have computer consoles to gain access to these sources. As soon as more basic problems are resolved there should be a quick study followed by prompt action to ensure that the Ontario Legislature has available to it these additional sources of timely and detailed information.

#### 9. The Library of Parliament Study

No short study can take account of all nuances of opinion in such a large and hard-working body as the Ontario Legislature. Nor

(16) Ontario Commission on the Legislature, Second Report, op.cit., p. 62.

(17) Select Committee, op.cit., p. 34.

can replies to interviewers or questionnaires completely reflect the wishes, needs or suggestions of more than two hundred legislators, aides, reporters and staff.

Nevertheless, a concerted effort to gather and evaluate the views of such a population is necessary and we sent questionnaires to all Members of the Legislature, to all members of the Press Gallery and to Legislative staff whose work might lead them to the Library for help. Those who indicated a desire were interviewed. In addition, we assessed the operations and limitations of the Library itself.

A copy of the questionnaire sent to all MPPs is appended.<sup>(18)</sup> A shorter version, omitting questions 7 and 8, was addressed to members of the Press Gallery and Legislative staff. All replies were confidential and unsigned unless the respondent wished otherwise.

#### 10. Replies to the Questionnaire

A total of 241 questionnaires were sent out and 124 completed, a return of 51%.

Of 125 MPPs canvassed, 82 (65.6%) replied; of 56 Press Gallery members, 21 (37.5%) replied; of 60 questionnaires available to caucus officials for distribution to staff, 21 (35%) were returned.

A return of over 65% from MPPs, busy with more immediate demands, provides a valuable sample. The MPPs were the prime target of the questionnaire since it is their library which is at issue. And those replying might be considered those most alert and interested in improving their performance.

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(18) See Appendix "B".

The following emerge from the replies:

- a) Most respondents (83 to 40) reported that the Library is not one of the first places to which they turn for information.
- b) A majority (70 to 52) regard the Library as a collection of books, etc. rather than a provider of valuable information.
- c) Almost all respondents (110) said they asked the Library less than 20 times for information during the period 9 March to 15 July 1976. Eleven estimated they consulted the Library more than 20 times.
- d) Most (70) said information received was "always" satisfactory, but 35 said it was only "sometimes" satisfactory. Most (65) said it was "on time": fifteen said it was not.
- e) Most (62) respondents would prefer the Library to serve only legislators, legislative staff and Press Gallery members. But many wish the Library to continue serving the civil service at large and the general public. The figures were 62 in favour of service restricted to MPPs, 56 in favour of serving the general public and 50 who believe the Library should continue to serve the civil service at large.
- f) An overwhelming majority (97 to 14) said they would use the library more often if its service were more closely adapted to legislators' needs and improved.
- g) 50 MPPs would choose a university graduate as their personal research assistant while 19 prefer a more junior-level assistant.
- h) 69 MPPs said they would use the services of a library research unit and 13 said they would not.

The apparent numerical inconsistencies arise because some respondents did not answer all questions. The questionnaire was fashioned to help assess the attitude of legislators and others to their Library, the use they make of it, and the implications for the Library of changes recommended by the Camp Commission and the Morrow Committee. It also served to advertise the Library and its services. It was brief to help ensure response.

The recommendations in subsequent chapters, are the combined product of the questionnaire, interviews, an examination of the Library's operations, present resources and future mission, and professional experience. All recommendations are carefully arranged in the final chapter for orderly implementation.

### 11. Survey Results - Some Conclusions

- a) The Library is not now regarded as the effective generator of legislative information it can be. Its performance has been too passive.
- b) The staff, generally, appears to be willing, competent and energetic.
- c) The collection is inadequate, parts are out-of-date, some is irrelevant.
- d) There is ample space for expansion of the collection but not enough accommodation for the additional staff required and recommended.
- e) If the Legislature ultimately appoints research assistants to MPPs' personal staffs, most Members will engage university graduates or persons of similar calibre. The Library, in consequence, will face an increased flow of more demanding requests.
- f) If a compact library research unit is established its main output will probably be short papers produced under pressure rather than longer academic work. Caucus researchers (and MPPs' research assistants, if appointed) would consult the unit frequently.
- g) MPPs, the Press Gallery and caucus staffs are very strongly in favour of establishing a Clipping File in the Library as soon as possible.
- h) The Library should curtail its service to "strangers" and concentrate on its prime clients - legislators and their staffs.

Succeeding chapters make recommendations flowing from these conclusions.

CHAPTER II - USE.12. Present Clientele

As our Introduction relates, the Library was moved from one departmental jurisdiction to another until April 1, 1976. Due to its specialized collection, size and location, it was, formerly, the focal point of the Ontario Government library system. It is not surprising, therefore, that some Ontario civil servants consider it their own. Moreover, traditionally the Library has been open to the general public. On this point we note that "regulation of admission" is the responsibility of the Librarian.(19)

Anyone may enter the Library, register at the front desk, state his requirements, use the facilities and ask for Xerox copies. Students, however, must bring a note from their own library stating that the material needed is not available. All Ontario civil servants have personal borrowing privileges and some habitually use the Library not only for research (in preference to their departmental libraries) but also to read newspapers and periodicals.

The Reference Librarian provided the following statistics on Library use, covering one month during session and one month during recess in the spring of 1976.

| Requests from  | % during Session | % during Recess |
|--|------------------|-----------------|
| MPPs   | 15.6             | 9.1             |
| Legislative Building Staff,<br>including Press Gallery | 9.2              | 9.5             |
| Students   | 3.4              | 2.3             |
| Non-Governmental Libraries                             | 5.8              | 6.3             |
| General Public:  |                  |                 |
| authorized   | 11.2             | 9.8             |
| unauthorized   | 13.6             | 14.1            |
| Civil Service*   | 40.2 (9.9)       | 48.9 (9.4)      |

N.B. "Authorized public" are those claiming they could not find the needed material elsewhere.

(19) See Standing Order 99 of the 1970 Standing Orders of the Ontario Legislative Assembly, quoted in Chapter V, page 50 of this report.

\* The percentages in brackets indicate use by government libraries.

These statistics clearly show that, during the period covered, more than three-quarters of the Library's endeavour was directed away from the Legislature! This is due partly to the unrestricted access allowed outsiders, and partly because the Library does not "sell itself" effectively to legislators.

One MPP says that he became aware of what the Library can do only after receiving our questionnaire. A Press Gallery member admits that he has not entered the Library during the past four years. The Library's promotional publication, "Your Library", designed and produced in 1975 by the Ministry of Government Services, has left only a faint impression even though widely distributed. Of course, it has to compete with all manner of appeals for the attention of MPPs, their staff and caucus researchers, but many of these interviewed could not remember having seen it. Obviously, more energetic salesmanship is needed.

### 13. Restoring a Sense of Purpose

The clientele imbalance noted above affects the staff. It is understandably difficult to focus one's efforts on providing service to the legislature when less than 25% of one's time is devoted to it and there is an insistent demand from "strangers". The staff knows where its duty lies, but has become conditioned to serving everybody. The dominant feeling one gets when assessing the Library is that it lacks a sense of direction.

Two steps should be taken to remedy this unfortunate situation.

- Firstly, the Library must advertise itself more effectively within the Legislature. It is, therefore, recommended that:

II-1: A NEW, EYE-CATCHING PUBLICATION BE ISSUED TO MPPs, LEGISLATIVE STAFF AND THE PRESS GALLERY DESCRIBING THE NEW DEPARTMENT IN SPECIFIC TERMS AND CLEARLY LISTING ALL ITS SERVICES. THIS SHOULD BE FOLLOWED UP WITH A VISIT FROM THE NEW DIRECTOR OR ANOTHER CONVINCING AND KNOWLEDGEABLE STAFF MEMBER.

- Secondly, the flow of clients from outside the legislature must be stemmed.

There has already been some attempt to achieve this. The Library enforces the requirement that students bring an authorization before they use the Library. Members of the public are given a memorandum from the Legislative Librarian directing them to Metro Central Library and to the University of Toronto, Robarts Library, for certain materials available there. (20)

A notice has been sent to all MPPs requesting them to provide a letter of introduction for persons they refer to the Library. (21)

Finally, in a memo (22) to the Reference Librarian, the Legislative Librarian gives guidelines on dealing with requests by clients from outside the Legislature. Their main criterion is that requests be "reasonable".

Doubtless, it would be unreasonable to immediately close the Library to all outsiders. Nevertheless, the Library must curtail its service to the general public, students and the civil service, if it is to do its prime task - give service to the Legislature.

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(20) See Appendix "C".

(21) See Appendix "D".

(22) See Appendix "E".

Fortunately, we have received full co-operation from the President of the Ontario Government Librarians' Council, (23) Mrs. Irene Shlapak. She agrees that civil servants should borrow from the Legislative Library only through their own departmental libraries, that is, on Inter-Library Loan. Departmental libraries, if unable to provide needed material to their clients, should try to use other libraries first and the Legislative Library only as a last resort. We append a letter giving the Council's view. (24)

It is, therefore, recommended that:

II-2: PERSONAL BORROWING PRIVILEGES OF ONTARIO CIVIL SERVANTS

AT THE LIBRARY BE RESCINDED AND ALL THEIR

FUTURE BORROWINGS FROM IT BE ON INTER-LIBRARY LOAN.

We note Mrs. Shlapak's statement "that Ministry libraries now render considerable services to members of the Legislative Assembly in terms of resources and search services" and that "these services are direct, i.e. the Legislative Library has no intermediary role". We believe that these services should be identified and, where possible, undertaken by or controlled by, the Legislators' own Library.

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(23) This energetic body, appointed by Order-in-Council on September 24, 1970, has 26 voting members, i.e. not all Ontario departmental libraries are represented. The Council has to its credit several important publications, e.g. Directory of Libraries and Resource Centres in the Government of Ontario, August, 1976; Library Services in the Ontario Government - Today and Tomorrow, February, 1973; The Union List of Serials in Ontario Government Libraries, March, 1976. Its Committee on Library Networking and Resource Sharing, formed in August, 1976, is now considering interdepartmental co-operation.

(24) See Appendix "F".

14. Ancillary Recommendations.

Statistics show, (25) and the Library staff and departmental Librarians agree, that the Library's legal collection (including the statutes) attracts the most users. Recent Ontario newspapers, dailies and weeklies, are also frequently consulted, as are U. S. official publications. (26)

It is, therefore, recommended that:

II-3: MATERIAL IN THE LIBRARY BE MADE AVAILABLE TO

THE CIVIL SERVICE, STUDENTS AND THE PUBLIC ONLY IF  
UNAVAILABLE ELSEWHERE IN TORONTO.

To put Recommendation II-2 into effect requires agreement between the Library and departmental libraries. Recommendation II-3 also relies on co-operation from the departmental libraries in so far as it pertains to the civil service. But to staunch the flow of students and the general public the Library will need additional help. It is, therefore, recommended that :

II-4: THE STAFF AT THE INFORMATION DESK AT THE MAIN

ENTRANCE TO THE LEGISLATIVE BUILDING BE INSTRUCTED TO  
CLEAR REQUESTS FOR ADMISSION WITH THE LIBRARY BEFORE  
ALLOWING ENTRY.

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- (25) See Appendix "G". Supplied by the Legislative Librarian. The category "Legislative" includes requests for legal material.
- (26) As only a library in the United States can be a depository library for U. S. official publications, the Legislative Library is not a depository but an exchange library, and as such is not obligated to make its holdings of U. S. official publications available to the general public.

As even more direct help may be needed, it is, therefore,  
recommended that:

II-5: THE PROTECTIVE STAFF, EVEN IF NOT ON DUTY  
IN THE LIBRARY, BE INSTRUCTED TO ASSIST  
THE LIBRARIANS IF CALLED UPON. (27)

Carrying out the recommendations in this chapter will help  
the Library to serve its prime purpose. It will help psychologically  
by focusing Library attention on the Legislature and it will allow the  
present staff more time to serve the MPPs and their legislative staff.

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(27) At present the Library staff are helpless if confronted by determined  
unauthorized users.

### CHAPTER III - COLLECTION

#### 15. Present Collection

The Library's holdings, zero in 1867, reached over 100,000 volumes, only to be reduced by fire to 10,000 in 1909. The Library then began again to expand until in 1947, while under the jurisdiction of the Minister of Education, it reached 175,000 volumes including some 50,000 volumes of the Department of Education.<sup>(28)</sup> In 1964 the Library was transferred to the Department of the Provincial Secretary and during subsequent interior renovations, many books on education were returned to the Department of Education. Since then, the Library has managed to contain its collection at about 144,000 volumes. With the exception of bilingual federal and Quebec government publications there are no French books in the Library.

The collection consists of books, serials, microforms, official publications and maps. One general observation must be made. There is far too much out-dated material. No expertise is needed to see this; several of those interviewed commented on it. Apparently, definite acquisition and discard policies are a primary need.

#### 16. Acquisition

In fiscal years 1974/75 and 1975/76 the Library acquired, by purchase and gift, only 1,174 and 1,522 bound volumes respectively,<sup>(29)</sup> however, this does not include official publications.

While the staff co-operate in book selection, the Reference Librarian, for example, recommending reference books, the Legislative Librarian has the final say and is responsible for all purchases. The only

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(28) Schindeler, F.F., op.cit., pp. 121-122 and Ontario Legislative Assembly Journals, 11 March, 1947 pp. 28-29.

(29) See Appendix "L" reproducing the final page of the Annual Report of the Legislative Librarian, 1975-1976.

exception is the law collection where book selection is done by the Senior Librarian.

The Library reserves several shelves outside the stacks for so-called "new arrivals", recently catalogued books. In September, 1976, these "new arrivals" filled about twelve shelves, but many were received as far back as 1973 and 1974! Failure to adequately stock current books makes the Library unattractive to modern researchers.

To judge by the "new arrivals" on the shelves, the Library applies sound selection, but does not buy enough.<sup>(30)</sup>

#### 17. Weeding (Discarding)

Although the Library still has ample space for its collection, it should start a comprehensive weeding programme now to remove the many out-dated books no longer required. Not every old book is useless, of course, some are invaluable historical sources. Too many, however, only confuse the user and make unnecessary work for the cleaning staff. Furthermore, the Library has much material which does not properly belong in a legislative library. If the Library is to become a practical reference and research institution, with adequate and timely background material, the dead wood must go.

Such material could be sent to the Metro Central Book Exchange, the Canadian Book Exchange Centre, or by agreement, to other libraries, Ontario Departmental libraries having first choice.

In her paper on rare book policy at the Library, Mrs. Hay listed material to be considered as rare, and this list,<sup>(31)</sup> together with "Canadian Book Prices Current", could be a guide.

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(30) During their second visit to Toronto in November my team was informed that after the scarcity of new arrivals was underscored during the team's first visit, the number of book orders jumped from 10 in September to 186 in October.

(31) See Appendix "H".

It is apparent that certain classes require more weeding than others. For example, the law collection needs little weeding, but the education collection will undoubtedly yield many volumes and the Ontario Institute for the Study of Education (OISE) may be a possible recipient.

The history collection, especially the Canadian section in which will be discovered most rare books, need not now be treated drastically, but when the time is appropriate the Provincial Archives should have first choice of material not required.

As massive weeding appears to be beyond the capacity of the present staff, it is, therefore, recommended that:

III-1: AFTER THE ENLARGED STAFF HAS DONE ALL IT CAN TO REDUCE THE COLLECTION, THE PROVINCIAL ARCHIVES SHOULD BE INVITED TO SELECT MATERIAL WHICH MAY BE MORE USEFUL THERE. A RARE BOOK LIBRARIAN FROM THE ROBARTS LIBRARY SHOULD THEN BE INVITED TO SELECT OTHER MATERIAL, NOT REQUIRED BY THE LEGISLATURE, FOR TRANSFER TO THE ROBARTS LIBRARY FOR PUBLIC USE.

18. Reference "Books"

The reference collection includes the major encyclopedias, the main dictionaries, yearbooks, directories and manuals. The Library subscribes to important periodical indexes, Indexes to the Times of London and to the New York Times, and to indispensable loose-leaf services. Obviously, a large portion of the Library's meagre book budget is spent on reference material which must be constantly up-dated.

The collection is good for general reference questions, but with the exception of the legal material, a specialist would be ill-served.

It is therefore, recommended that:

III-2: AS THE NEED ARISES, RESEARCHERS, AND OTHER WELL-INFORMED PERSONS BE ASKED TO SUPPLY LISTS OF SPECIALIST REFERENCE MATERIAL TO BE PURCHASED.

We suggest that the Library acquire telephone and other directories of all Canadian provincial capitals and some major foreign directories. These are useful links with other seats of government.

#### 19. Newspapers

Newspapers are a strong area. All Ontario dailies and an excellent collection of Ontario weeklies, major dailies from other provinces and some foreign newspapers are displayed. The dailies, unless on micro-film, are kept four to eight months, the weeklies up to a year. Yet during the last four months of 1975 there were only 123 requests for newspapers although many were consulted directly.

Among the newspapers there are remarkable holdings, but these newspapers occupy substantial space in special under-counter cupboards which can be better used. Besides, these old newspapers are deteriorating. Finally, the Ontario Archivist would welcome the opportunity of selecting from them those of use to his institution. It is, therefore, recommended that:

III-3: LONG RUNS OF HARD COPY OF OLD NEWSPAPERS BE OFFERED TO THE ARCHIVES OF ONTARIO AS SOON AS POSSIBLE. THOSE REMAINING AFTER THEIR SELECTION SHOULD THEN BE OFFERED TO OTHER TORONTO AND ONTARIO LIBRARIES, INCLUDING THE NATIONAL LIBRARY.

The attached list<sup>(32)</sup> of the Library's holdings of major newspapers shows how rich it is in original material.

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(32) See Appendix "I".

## 20. Periodicals

Judging by its annual "List of Current Periodicals" the Library subscribes to a suitable selection of periodicals. But only some 270 titles are received! Surely more would be useful.

Again selection is a communal effort, but the final decision rests with the Legislative Librarian.

Weeding is also required. Long runs of value, not required by the Legislature, should be in other institutions. The Illustrated London News is one example.

It is, therefore, recommended that:

III-4: LONG RUNS OF HISTORICALLY IMPORTANT PERIODICALS BE OFFERED FIRST TO THE ARCHIVES OF ONTARIO, THEN TO DEPARTMENTAL LIBRARIES, THE ROBARTS LIBRARY, THE METRO TORONTO PUBLIC LIBRARY, AND THE NATIONAL LIBRARY.

## 21. Official Publications

These occupy the first and fourth level of the stacks and overflow into the reference and law collection areas.

(a) Canadian: Federal and Provincial: The Library is a full depository for all federal and Ontario government publications. It also receives legislative material from other provinces, and tries to obtain all important provincial annual reports and studies. For additional provincial material it relies on Micro-media PROFILE.

The Library keeps all material from Ontario Royal Commissions, i.e. briefs, hearings, background studies and reports but only the reports of federal or other provincial royal commissions. (33)

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(33) There is a complete set of documents pertaining to the Royal Commission on Corporate Concentration. The depositor required that the Library make this available to the public.

These collections are well under control and are readily available on the first (ground) level.

- (b) United States: The Library is not a full depository for U.S. government publications. (34) The collection is good, however, and especially strong in Congressional historical material.

We are surprised that the Library is not receiving some U.S. committee hearings, however, as they can be very useful. It is, therefore, recommended that:

**III-5: RELEVANT U.S. CONGRESSIONAL COMMITTEE HEARINGS BE OBTAINED.**

Unfortunately, there are long runs of unnecessary material which would likely be more useful elsewhere. For example, almost two sections of shelving are occupied by the U.S. Department of Agriculture, Soil Conservation Service's soil surveys of various areas in the U.S.; four and a half sections hold the water supply papers of the U.S. Department of the Interior, Geological Survey.

As U.S. material fills almost one quarter of the stacks, the importance of removing unnecessary material is obvious. The space freed would then be available to receive selected Congressional Committee hearings. It is, therefore, recommended that:

**III-6: UNITED STATES OFFICIAL PUBLICATIONS NOT REQUIRED BY THE LEGISLATURE BE HANDED OVER TO OTHER, PREFERABLY DEPARTMENTAL, LIBRARIES WHERE THEY COULD BE OF GREATER PUBLIC USE.**

We suggest that this be carried out in full co-operation with the Ontario Government Librarians' Council.

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(34) See footnote (26).

(c) Commonwealth:

Britain: Debates of the House of Commons and House of Lords (both, 1909 onwards); House of Commons Journal (1547 onwards); House of Lords Journals (1510 to date); the complete Statutes and last five years of the London Gazette.

Australia: House of Representatives and Senate Debates (1953 to date). Statutes (1901 onwards) (35)

New Zealand: Debates (1909 onwards) and Statutes (1891 onwards).

No changes appear necessary at this time.

(d) United Nations: The Library is not a United Nations depository and, with the exception of very basic reference tools and serials, lacks publications of the United Nations and its agencies. As some are excellent reference sources, it is, therefore, recommended that:

III-7: SELECTED ADDITIONAL MATERIAL PUBLISHED BY THE UNITED NATIONS AND ITS AGENCIES, ESPECIALLY ON ECONOMICS, PUBLIC HEALTH AND URBAN PROBLEMS, BE ADDED.

22. Book Collection

As shown on its floor plan<sup>(36)</sup> the stacks occupy the centre of the Library. The second and third levels contain the general books with the exception of reference books and the legal collection. All subjects are represented, with law the strongest, then education and history. All subjects, other than law, need thorough updating.

(a) Law: This is in the north-west corner of the Library. Parliamentary material, statutes, legal texts, text books and legal periodicals are there. Despite its size, the area is too small and some older material is in the stacks.

Miss Doris Wagg, incumbent Legislative Librarian, in a paper read to the Canadian Association of Law Libraries, in May 1974, described the Library and its legal collection as follows:

(35) National Library, op.cit., Questionnaire no. 8 and 9.

(36) See Appendix "O".

"a separate law library of some 12,000 volumes provides a good working collection of statutes, reports, periodicals and texts, and it is particularly strong in English and Canadian material. The Canadian federal, provincial and territorial statutes are complete. The Canadian Encyclopedic Digest (Ont. Edition), the Canadian Abridgement and Butterworth's Ontario Digest are available in the latest editions.

There is a complete collection of English statutes and the latest edition of Halsbury's statutes of England and Laws of England. The Revised Reports, 1785-1866, are complete. There are Law Reports from 1866 and a good collection of nominatees. The Australian statutes are complete from 1901 and the New Zealand statutes from 1891."

It is not too surprising, therefore, that even with the proximity of many other law collections, the Legislative Library attracts many civil servants, students and the general public.

Thus, while acquisition policies should be modified and some weeding done, the Library can be proud of its legal collection.

- (b) Education: Although education is a provincial matter and must be adequately covered in a legislative library, the Library's education collection is too large and out-dated.

This legacy of the Library's long association with the Ministry of Education calls for firm action.

- (c) History: This area is as large and antiquated as education, but more impressive, and many "rare" books will be found. Since history bears a closer relationship to the legislature than education, the weeding need be less severe.

- (d) Economics and Political Science: In these subjects, where a legislative library should be strongest, your Library is weakest. It is, therefore, recommended that:

III-8: A CONCENTRATED EFFORT BE MADE TO OBTAIN A LARGER SELECTION OF NEWLY PUBLISHED MATERIAL, ESPECIALLY ON ECONOMICS AND POLITICAL SCIENCE, AND THAT LIBRARY USERS BE ENCOURAGED TO MAKE RECOMMENDATIONS.

(e) Recreational Reading: There are a few paperbacks for light reading near the Opposition Lobby, but these are readily accessible to the Opposition only and are "throwaways". Such a collection should be the property of the Library and catalogued or discarded after a certain time at the discretion of a librarian in charge of collection development.

Several persons have mentioned the need for recreational reading and it is, therefore, recommended that:

III-9: FOR THE BENEFIT OF MPPs A SMALL SELECTION OF RECREATIONAL READING, FICTION AND NON-FICTION, BE PROVIDED.

As recommendations III-2 and III-3 cannot be carried out within the current acquisitions budget, it is, therefore, recommended that:

III-10: SUPPLEMENTARY FUNDS BE MADE AVAILABLE IMMEDIATELY, FROM THE SUM SPECIFIED IN RECOMMENDATION VII-3, FOR THE SOLE PURPOSE OF IMPROVING THE LIBRARY'S COLLECTION.

#### 23. Microforms

The Library has several types of material in microform, mostly housed in room 9 (see Appendix "O"). There are newspapers, periodicals, parliamentary material, Canadian theses, and official provincial publications. To utilize these there are two microfilm readers, one reader-printer, and a microfiche reader.

#### 24. Maps

The map collection appears to be more than adequate. It has all the standard atlases and a collection of old maps, mostly rolled up and stored in sturdy cupboards and drawers where they are suffering. Some of the maps are probably valuable, for example, Pocock's Patent Terrestrial Globe, 1830, with an accompanying pamphlet. The globe was inflatable

until the paper became too brittle.<sup>(37)</sup> The National Library reports this to be an extremely rare item. During their November visit my team asked to see this gem, but it could not be found.

As only up-to-date, economic, or historical atlases and electoral maps are necessary, an informed effort should be made to relocate excess material elsewhere. It is, therefore, recommended that:

III-11: THE MAP COLLECTION BE OFFERED FIRST TO THE ARCHIVES OF ONTARIO AND THEN TO THE ROBARTS LIBRARY, BOTH OF WHICH HAVE EXPERTS AVAILABLE TO ENSURE THAT MAXIMUM CARE IS TAKEN AND MAXIMUM USE MADE OF MAPS OR ATLASES NOT REQUIRED BY THE LEGISLATURE. ANY SURPLUS MAPS REMAINING SHOULD BE OFFERED TO THE NATIONAL LIBRARY.

#### 25. Rare Books

Those already identified are in the Members' Reading Room. Some are obviously bibliographic treasures; the value of others appears to lie more in their impressive bindings. Those remaining in this room should be protected from dust by glassed cupboard doors, but this is no more urgent than rebinding.

The "hidden" rare books present a greater problem as the Library staff is well aware. In 1973, as part of her master's thesis, Mrs. E.P. Hay, the Senior Librarian, wrote a paper, "Towards a Policy concerning Rare Books in the Ontario Legislative Library", in which she deplored the inordinate number of old books, many of them rare, in the stacks. In the Canadian history class, for example, out of 900 titles, 170 volumes qualify as "rare", having been published before 1900. While the percentage of "rare" books in other classes will likely be lower, the situation, no less acute now than in 1973, warrants an effort to either dispose of these books or to

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(37) E.P. Hay, "Towards a Policy concerning Rare Books in the Ontario Legislative Library", 1973.

protect them. However, with the even more urgent problems facing the Library, rare books cannot be given undue attention. Rare books are a luxury and with the exception of autographed or legislative material, there is no need to collect rare books at present.

CHAPTER IV: SERVICE

In addition to mention of such basic services as reference and cataloguing, our proposals for a Clipping File and Research Unit, both already recommended by the Camp Commission and the Morrow Committee, are outlined here.

26. Hours

Library hours, of 8:30 to 5 during recess and from 8:30 until the House rises (or until 10:30 p.m.) appear satisfactory except when the House sits later than 10:30 p.m. It is, therefore, recommended that:

IV-1: THE LIBRARY REMAIN OPEN UNTIL THE HOUSE RISES AND  
THAT PERSONNEL ON DUTY BE COMPENSATED BY EQUAL TIME  
OFF THE FOLLOWING DAY.

Fortunately, there does not seem to be demand for Library service on Saturdays, Sundays or holidays.

27. Reference

According to F. F. Schindeler,<sup>(38)</sup> in 1963 the Library answered an average 237 queries per week (based on weeks sampled over a seven-month period) or 12,324 queries a year. The Legislative Library's Annual Report for 1975/76<sup>(39)</sup> shows 12,252 queries answered, based on one week each month. Despite the sampling differences, these figures suggest that the service has been at a standstill over the past 12 years. Unfortunately, the figures do not show the type of questions asked, whether requiring "quick" answers or long compilations and, therefore, do not measure the quality of service.

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(38) Schindeler, F. F. op. cit., p. 122.

(39) See Appendix "L".

Some 56% of those who answered the pertinent question in our questionnaire (40) said that their queries have always been answered satisfactorily. But what of the others? And what type of queries?<sup>\*</sup>

There is only one experienced Reference Librarian, but other librarians take short turns at the reference desk. The Reference Librarian, apart from assisting callers, updates most of the indexes and guides, supervises circulation, and schedules reference and front desk duties.

However, according to the break-down of user statistics, (41) more than 75% of the Librarian's time is devoted to assisting "outsiders". If this service can be substantially eliminated there would be an immediate improvement in service to the Legislature. Nevertheless, despite such measures the Library must prepare for considerable increase in more exacting requests from legitimate clientele.

The lone Reference Librarian, and those helping her, however competent and dedicated, can only do "their best", and being pressed for time, fare better at "quick reference" work. Some of those interviewed said that the service is not fast enough when more than a "quick" answer is required.

It is, therefore, recommended that:

IV-2: ONE ADDITIONAL PROFESSIONAL REFERENCE LIBRARIAN BE HIRED.

The Reference Service is also hampered by closed stacks, which means that material has to be fetched while the client waits. Even if a client is admitted, after signing a register, the librarian usually goes with him. The Library's Annual Report 1975/76 shows that 2,374 persons were admitted to the stacks, an increase of 538 over 1974/75.

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(40) See Appendix "B" .

\* The need for keeping consistently detailed statistics was pointed out to the Library staff in September and such statistics have been kept from November, 1976.

(41) See Chapter II , section 12.

Several clients interviewed said they would much prefer to be allowed into the stacks to choose material themselves. This would save much of the librarian's time, but would not mean better service and we do not believe such a "supermarket" operation should begin at this time - certainly not until the substantial weeding which we recommend is completed.

Some users would, naturally, prefer to telephone their requests for material and to have it delivered to them. Unfortunately, the Library cannot call on the pages except for service to the House. A library messenger, when not delivering or returning material, could perform other tasks in the Library, freeing the trained technicians for more exacting duties. It is, therefore, recommended that:

IV-3: A MESSENGER BE HIRED FOR THE EXCLUSIVE USE OF THE LIBRARY.

We again note that the Library has a good general reference collection with the requisite indexes and services. It can easily be improved with expert advice in some subject areas.

The staff has devised an impressive number of reference tools tailored to the needs of the Library. There are short title indexes to all federal and provincial bills; to Department of External Affairs Reference Papers; to special and joint committees of the Canadian Senate and the House of Commons, from 1935 to 1974; to the Ontario Premier's speeches, etc. There are also various guides, e.g. a file on Ontario Government organizational changes since 1972, listings of Ontario budget papers since 1972 and of Ontario sessional papers since 1973, and a Where-to-look file with references to hard-to-find information.

The Library maintains a Pamphlet File with biographies of current

and past MPPs and of some prominent citizens, bibliographies prepared by the Library, clippings about Royal Commissions in progress, pamphlets, and other ephemeral material. This file would merge with the proposed Clipping File .

Every three to four weeks the Library sends to MPPs a list of selected periodical articles. It is popular since clients may borrow the original or ask for a Xerox copy. Those interviewed said they were using it.

Equally well-known is the Library's Bi-monthly Book List. Its format, alphabetical arrangement by subject and handy table of contents deserve praise, but it does not appear to be selective enough. The list often includes items received recently, but published several years ago.

The Library also produces, either on request or because the subject is of current interest, selected bibliographies listing books, articles, legislation, debates, annual reports and other available material.

Late in 1975, the Library belatedly acquired a "front desk" where a Circulation Clerk registers all callers, gives directional information, supervises the Xeroxing, files loose-leaf material and performs other tasks.

If the Library cannot provide needed material from its own holdings, it borrows on Inter-Library Loan. The Annual Report for 1975/76 (42) shows 145 such "requests", borrowings and lendings. This figure will increase substantially if direct borrowing privileges of civil servants are abolished as recommended (II-2).

The Library has a video unit (a SONY TV set and video equipment) with a number of video tapes, all "on deposit" from the Ontario Educational Communications Authority and this augurs well for the future.

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(42) See Appendix "L"

The Library, especially the Reference Service, relies on several machines of which the XEROX 4000 is in constant use. All copying, however, is charged for, as is copying on the Library's reader/printer. This is not service: in fact it discourages service and entails much time-consuming administration. It is, therefore, recommended that:

IV-4: CHARGES FOR XEROX AND MICROFILM COPYING FOR MPPs,  
THE PRESS GALLERY, LEGISLATIVE STAFF AND GOVERNMENT  
DEPARTMENTS, BE DISCONTINUED. CHARGES TO FURTHER  
DISCOURAGE OUTSIDE USE, WOULD CONTINUE FOR STRANGERS.

Simple regulations can protect the Library against abuse of copying privileges. Improved service and administrative savings should help compensate for the loss of revenue.

28. Technical Services

(a) Cataloguing and classification:

The Dewey Decimal classification system is used and the Library is now changing from Sears subject headings to the Library of Congress system. This is a laborious process, but necessary to cope with future expansion.

All books and all periodicals, other than government periodicals, are catalogued and classified.

Only federal and provincial Canadian government publications which are considered very important are catalogued and none are classified, Government Publications catalogue numbers being used as location symbols.

United States Official Publications are neither catalogued nor classified.

(b) Processing.

Procedures used for processing incoming books, from initial

verification, to ordering and final shelving are standard as is the processing of incoming periodicals, i.e. Kardexing, display, binding and shelving. All needed records are kept.

The situation is somewhat different for Canadian federal and provincial publications. These are Kardexed whenever possible and monographs are entered in so-called "shelf list" books as an extension of the Kardexes. This system is not satisfactory: too few monographs are catalogued, too much depends on the librarian's memory. It is, therefore, suggested that as many Canadian government documents as possible be catalogued.

All incoming Canadian government documents, as well as all Commonwealth and international official publications, are handled by one Official Publications Librarian and two technicians. With a greater volume of incoming provincial and international publications expected and additional work involved in preparing more publications for cataloguing, more staff will be needed. It is, therefore, recommended that:

IV-5: ONE ADDITIONAL TECHNICIAN BE HIRED, WHEN NECESSARY, TO  
ASSIST WITH OFFICIAL PUBLICATIONS.

Governments publish a large number of periodicals and these, with few exceptions, are not listed in the Library's List of Current Periodicals. It is suggested that all government periodicals be so listed.

United States official publications form a U.S. "mini"library on the fourth level of the stacks. U.S. Government Printing Office catalogue numbers are used for shelving. The system is working well for the time being, and, until more pressing tasks are finished, there is no need to change. All U.S. government periodicals retained, however, should be Kardexed, and included in the periodicals list.

At present there are two librarians working in cataloguing, the Senior Librarian and the Technical Services Librarian, assisted by two technicians. As the Library can expect a much larger workload caused by increased acquisitions, a comprehensive, intensive and urgent "weeding" programme, and increased cataloguing of official publications, it is recommended that:

IV-6: ONE CATALOGUER AND ONE TECHNICIAN BE ADDED TO THE CATALOGUING STAFF.

29. Clipping File

The Press Clipping Service on Grenville Street now serves about 56 persons at the Legislative Building. A staff of seven scans and clips 56 Ontario dailies and weeklies.

The Service then sends the clippings out to clients who have ordered all articles on specific subjects. The Service does not keep copies of articles filed by subject; thus the clippings are not available to others and a very valuable source of information is lost.

We have described in Section 7 of Chapter I the difference between a Clipping Service and a Clipping File and our investigations disclosed that MPPs, Press Gallery members and caucus staffs strongly favour establishing a Clipping File. They are especially attracted by its value as a permanent store of easily accessible material on a great variety of topics of continuing interest to legislators and researchers.

Nonetheless it would be a mistake to arbitrarily stop the flow of clippings on specific subjects to some legislators now receiving them from the existing Clipping Service. There is no strong reason (other than expense) that the recommended Clipping File should not continue to provide a more limited clipping service to current clients. However, they should only provide essential clippings .

At least five persons will be needed to staff the new Clipping File, four readers to mark articles in the newspapers and assign subject headings and one person to clip and file. The four readers must be intelligent, interested and conversant with public affairs.

Each reader can effectively handle up to five daily newspapers, but as they would also do some "reference" work and later weed the files and possibly edit them, it is suggested that not more than 18 newspapers be scanned.

As the need is recognized and the service desired, it is, therefore, recommended that:

IV-7: A CLIPPING FILE BE ESTABLISHED IN THE LIBRARY/DEPARTMENT  
TO SCAN SELECTED NEWSPAPERS FOR MATERIAL OF VALUE TO MPPs,  
LEGISLATIVE STAFFS AND THE PRESS GALLERY, THE CLIPPINGS TO  
BE FILED BY SUBJECT, AND COPIES TO BE SUPPLIED  
AS REQUESTED.

### 30. Research

Chapter I, Section 6, discussed the work expected of the compact research unit proposed for the Library, the type of person required, their liaison with other legislative researchers and their non-partisan approach. Recommendations VI-2 and VI-3 concern a temporary home for the unit and the need for a more permanent one.

Experience shows that such a research unit requires the seven kinds of expertise referred to in Section 6 if it is to deal expeditiously with requests. The unit should begin as a small one and expand only after it has proved its worth. Of course, it will need secretarial and typing help.

It is, therefore, recommended that:

IV-8: THE LIBRARY/DEPARTMENT HIRE SEVEN RESEARCH OFFICERS TO FORM A UNIT OFFERING EXPERTISE IN LAW, ECONOMICS, ONE OF THE PHYSICAL SCIENCES, SOCIOLOGY, GOVERNMENTAL AFFAIRS, POLITICS AND ENVIRONMENTAL QUESTIONS, AND TO SUPPORT THEM, ONE SECRETARY AND THREE STENOGRAPHER-TYPISTS.

The Library will not easily find experienced persons of a high calibre, especially for the economics and legal positions, unless salaries range from \$14,000 - \$25,000, and even so it may be difficult to retain them.

It is important that in the advertisements for these research positions the qualifications expected be sharply defined so that a competition does not always result in a flood of applications from those whose training and experience do not fit them for the work.

Key elements to look for are academic training, experience, maturity, political interest (but neutrality), writing skill, and the ability to turn out accurate, concise work at short notice. The selection board would be wise to subject applicants to an on-the-spot written test reflecting their competence in use of language and the power of analysis.

The minimum academic requirement should be an appropriate honours degree. In assessing experience and ability it would be well to seek an opinion of the candidate from practical persons who have worked with the applicant in addition to testimony from academic supervisors.

Good judgement, a readiness to co-operate with others, the ability to work under pressure and a feeling for the priorities peculiar to a political milieu are evidently important for members of the proposed unit.

There are arguments in favour and arguments against advertising

initially for a director of research.

We believe that the key person is the proposed overall Director of Legislative Research, Library and Information Service and that no director of the research unit should be appointed before the former position is filled. In fact, we strongly believe that no research officers should be appointed until a new overall Director is appointed. If circumstances delay this and research must take priority over direction, then one of the more experienced and qualified officers should be responsible for day-to-day operations and suitably rewarded. We emphasize, however, that this would be an unsatisfactory stop-gap solution which could lead to unfortunate consequences, the least of which might be a sense of grievance on the part of the provisional "director" if superseded.

CHAPTER V - ORGANIZATION AND STAFF

In the 1970 Standing Orders of the Ontario Legislative Assembly, Order 99 reads:

*"The management of the Library, including regulation of admission, Library hours and the security and preservation of the collection, is the responsibility of the Librarian under the direction of a Committee of the House."*

Since April 1, 1976, the Library has been under the authority of the Speaker, but the Library Committee has not yet been appointed. Administrative services are provided by the Office of the Director of Administration.

31. New Chain of Command Framework

The Library has 6 Librarians and 11 support-staff, with the Legislative Librarian (Librarian 5), Miss D. E. Wagg, in charge.

The other Librarians are:

Senior Librarian (L-4)  
Newspapers and Periodicals Librarian (L-3)  
Reference Librarian (L-3)  
Official Publications Librarian (L-3), and  
Technical Services Librarian (L-2)

There are four LT-3 technicians, three LT-2 technicians, one LT-1 technician, one General Clerk 3 (accountant and secretary), one part-time typist, and one cleaner. (43)

With the recommended addition of two librarians and three support staff, (see Recommendations IV-1, IV-6, IV-5) the Clipping File and the Research Unit, an improved framework must be established. It should place responsibility for the collection, technical services, and reference squarely on the shoulders of the persons in charge. The new organization should be the responsibility of the new Director of Legislative Research, Library and Information Services, but a possible Organization Chart, Appendix "K", is attached.

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(43) See Appendix "J".

The recommended new positions will likely be filled with less-experienced persons, leaving the supervisory posts to the present good staff. Such an arrangement would improve service and help avoid disruption and personnel dissatisfaction.

32. Salaries

The salaries of the employees of the Ontario Legislature and thus the salaries of the Library staff equal those of the Ontario **Civil Service**. However, the staff of the Legislative Library, who work nights when the House is sitting, are subjected to holiday restrictions during sessions, and serve a very special clientele, deserve special consideration vis-à-vis other Ontario governmental libraries. (A recommendation on this is made in Chapter VII-Finance).

33. Administration

Unfortunately, the Library is not a happy place. We heard complaints directed at the Legislative Librarian which went beyond the usual grumbling. Morale is low. It would appear that the incumbent is neither comfortable as an administrator, nor does she inspire her staff.

A re-organization of the Library into Sections with Section Heads in charge might help to remedy this situation, if the relationship between responsibility and delegation of power were clearly understood. However, until an overall Director is appointed, the recommended staff changes might well be both unworkable and unwise.

In its Second Report the Camp Commission recommended that "a Legislative Librarian be appointed by Order-in-Council..." and described the Legislative Librarian as "...a very broad-gauged individual", who "will require substantial administrative skill, as well as a top-notch academic and professional background."<sup>(44)</sup>

The incumbent came to the Legislative Library in 1966 after eight years at the Library of the Bank of Nova Scotia in Toronto, the last year as Chief Librarian. This was a small special library, which, even today, has only some 5,000 books. When on April 30, 1973, the position of Legislative Librarian became vacant, the incumbent, as Senior Librarian, was made Acting Legislative Librarian. She does not, however, appear to have applied for the position when it was advertised, or did so only at the last moment. The story of her appointment which finally came on September 1, 1974, is unclear as the Library was then under the authority of the Department of Government Services.

It is our opinion that the incumbent would not be happy, nor a happy choice, as the future Legislative Librarian in terms of either the Camp Commission proposals or our own. Yet any other position within the Legislative Library would constitute a demotion.

In any case, it is clear that she is not the person to head a considerably enlarged, more demanding, and increasingly important organization.

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(44) Ontario Commission on the Legislature, op.cit., pp. 59,63.

In view of the exploding mass of information and the importance of controlling it, rather than being overwhelmed by it, it is, therefore, recommended that:

V-1: A DEPARTMENT OF LEGISLATIVE RESEARCH,  
LIBRARY AND INFORMATION SERVICES BE CREATED  
UNDER A NEW DIRECTOR WHO WILL CLEARLY MERIT  
THE SUGGESTED PAY BY BRINGING OUTSTANDING  
EXPERIENCE, SOUND PROFESSIONAL TRAINING,  
INITIATIVE, ENERGY, ABILITY AND PASSION TO THE  
TASK OF HELPING THE ONTARIO LEGISLATURE,  
GOVERNMENT AND OPPOSITION, BE TRULY WELL-  
INFORMED. THE CREATION AND FUNDING OF THIS  
DEPARTMENT AND THE APPOINTMENT OF ITS DIRECTOR  
IS THE VITAL FIRST STEP.

34. Department of Legislative Research, Library and  
Information Service.

We believe that the position of Director of Legislative Research, Library and Information Services, should not be advertised, but that a first rate candidate should be chosen and offered a salary of \$35,000 - \$40,000.

It is important to the prestige of the Ontario Legislature, that this new position, vital to its future intellectual well-being, be filled by a person everywhere recognized as capable of performing this demanding job and paid accordingly.

CHAPTER VI - SPACE

Appendix "O" is a floor plan of the Library which is on the third floor of the north wing of the Legislative Building. The plan indicates office and work areas as well as the stacks rising on four levels to the fourth floor. (Bracketed numbers below refer to offices on the plan).

35. Shelving

The Library has ample shelving for its future needs. Elsewhere we recommend a concentrated effort to expand the Library's holdings of current material to meet the basic needs of legislators.

These acquisitions will naturally fill much shelf space, but the vigorous "weeding" also recommended should provide more than enough room for the new material.

Shelving, counters, stands, storage cupboards, display racks and other furniture in the Library are of such high quality that efforts should be made to preserve them.

36. Existing Office Space and Working Area

The proposals to add a small research unit and a Clipping File are discussed in Chapters I and IV. In addition to these two urgent improvements and the need to accommodate them, we emphasize that office and working space are already problems.

The only office is that of the Legislative Librarian (no. 7) whose secretary sits next door, without privacy, in a workroom (no. 8) used by others, and communicates with the Librarian through a hatch. The Senior Librarian's "office" is a tiny area with a window (no. 10) accessible through the cataloguing room (no. 11).

Thus, any increase in senior staff will require additional space including accommodation for secretaries.

37. Accommodating the Clipping File

The embryo of the new Research Unit or the Clipping File  
but not both could be fitted into existing space.

It is important that the Clipping File be an integral part of the present premises, easily reached by the staff of the Library and the Legislature. The Clipping File should be close to its raw material, the newspapers and periodicals its personnel will read, clip and file.

We suggest that the Clipping File occupy the space shown as RR Area 1 on the floor plan.<sup>(45)</sup> This space could easily hold a staff of six using existing furniture to great advantage. Several Stor/Wal filing cabinets should be installed for clippings. The space-consuming open cabinets along the east wall would likely be removed. At present they contain some current daily newspapers suspended from wooden bars. An inexpensive head-high partition would separate this area from the rest of the Library. Its southern limit would be the large work desk at the edge of RR Area 2. It is, therefore, recommended that:

VI-1: PART OF THE READING AREA BETWEEN THE CATALOGUING ROOM  
AND THE READING ROOM ALCOVE (RR AREA 2 ON THE PLAN) BE  
PARTITIONED OFF AND ALLOTTED TO THE CLIPPING FILE,  
BEFORE THE ARRIVAL OF ITS STAFF AND FURNISHINGS.

RR Area 2 would thus become the Reading Room proper, reduced in size, but spacious enough to accommodate legitimate users. However, its newspapers and periodicals will have to be displayed more economically.

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(45) See Appendix "O"

38. The Members' Reading Room

On the opposite, west, side of the Library is the Members' Reading Room. It is quiet, beautifully furnished, and contains eight large carrels. This room, identical in size to RR Area 2 on the east side, is little used, although MPPs sometimes use it "to get away from the phone" or to practise speeches.

It would be a pity to tamper with this impressive room, nevertheless, it is recommended that:

VI-2: PURELY AS A TEMPORARY MEASURE, IF THE STAFF IS APPOINTED

BEFORE THE SPACE IN VI-3 IS AVAILABLE, THE PROPOSED RESEARCH UNIT BE SUITABLY ESTABLISHED IN THE MEMBERS' READING ROOM.

39. Additional Space for the Library

Whether or not proposals to add a Research Unit to the Library or to assign individual research assistants to MPPs are approved, the staff of the Library must be enlarged if its services are to be upgraded. If direct service to "strangers" is eliminated promptly, however, some staff expansion may be delayed. This is discussed in Chapters IV and V.

Since the number of MPPs is to grow and extra research assistance of one kind or another is in prospect, the Library's staff must expand. This expansion would be arrested or prevented without realistic advance planning.

Fortunately, the fourth floor of the north wing of the Legislative Building, easily accessible from the third level of the Library's stacks, now contains the offices of the Provincial Secretariat for Social Development. Happily, this Secretariat may be scheduled to move out, possibly by mid-1977. Since its offices are close to the Library and suitable for administration or research officers, it is important that much of this freed space be assigned to the Library. (46)

It is, therefore, strongly recommended that:

VI-3: ON THE 4TH FLOOR OF THE NORTH WING ALL OFFICE SPACE EAST OF THE ELEVATOR ON THE NORTH SIDE AND ALONG THE ENTIRE EAST SIDE BE ASSIGNED TO THE LIBRARY/DEPARTMENT AS SOON AS IT BECOMES AVAILABLE.

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(46) Appendix "P" reproduces a plan of the fourth floor of the north wing.

CHAPTER VII - MONEY

In the preceding chapters we have made various recommendations and some entail additional expense. In Chapter VIII all are carefully listed for orderly implementation.

We are fully aware of the need for financial restraint, but no less aware that the most expensive thing of all is ignorance.

Appended is the final page of the Legislative Library's Annual Report for 1975/76 which shows statistics for 1973/74, 1974/75 and 1975/76. (47)

A comparison indicates that from 1973/74 to 1974/75 the budget increased by about 12½%, from 1974/75 to 1975/76 by almost 22%, and from 1975/76 to 1976/77 by over 23%. The 1976/77 figure was taken from a Budget Projection (48) which assumes an increase of almost 10% for 1977/78 and a 10% annual increase for the next ten years. It shows further that the Library accounts for about 2% of the overall budget of the Ontario Legislature.

The Library's Annual Report records that in 1973/74 and in 1974/75 salaries and employee benefits accounted for almost 79% of the budget, and in 1975/76 for almost 81%. This ratio appears to be maintained in the 1976/77 budget.

It is important to recall here that the Second Interim Report of the Morrow Committee recommended on page 33 that "adequate funds be appropriated to the Library to improve services".

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(47) See Appendix "C".

(48) See Appendix "L" provided by the Director of Administration of the Ontario Legislature.

#### 40. Library Finances as Affected by Recommendations

The calculations that follow are merely approximations of the Library's projected finances. They are based on Ontario Civil Service salary scales at present rates <sup>(49)</sup> at an acceptable level and on the assumption that our recommendations with fiscal connotations will be accepted. This is not an attempt to produce a budget.

Three points merit special attention:

- a) The Press Clipping Service which, transformed into a Clipping File, is proposed for the Library, already has a budget. For 1977/78 it will amount to \$71,500, of which some \$50,000 is for salaries.
- b) Chapter V argues that because of the special circumstances of their work the Library's librarians and technicians should be paid more than librarians and technicians in Ontario Government Departments. We believe that a salary differential of about 3% would be fair and reasonable. It is, therefore, recommended that:

VII-1: THE SALARIES OF LEGISLATIVE LIBRARIANS AND  
TECHNICIANS BE INCREASED BY 3% ABOVE CIVIL  
SERVICE SALARIES AND MAINTAINED AT THIS HIGHER  
LEVEL.

- c) In Chapter V, page 49, we propose that a suitable candidate for the new position of Director, Legislative Research, Library and Information Services be identified and offered the post at a salary of \$35,000 - \$40,000.

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(49) See Appendix "N".

56.

Thus, using the 1977/78 projected budget of \$312,000 (50) as a

basis, we arrive at the following approximate figures:

|   | Total Budget     | Salaries and Employee Benefits |
|---|------------------|--------------------------------|
| Projection of the Library's 1977/78 budget (See Appendix "M")   | \$312,000        | \$252,720*                     |
| Projection of the Press Clipping Service 1977/78 budget   | <u>71,500</u>    | 50,000**                       |
| <b>Total</b>  | <b>\$383,500</b> |                                |
| <b>Library:</b>   |                  |                                |
| 2 Librarians (L-1) at average salary of \$12,600 plus 12% employee benefits   |                  | 25,200<br>3,024                |
| 3 Technicians (LT-1) at average salary of \$7,200 plus 12% employee benefits  |                  | 21,600<br>2,592                |
| <b>Research Unit:</b>   |                  |                                |
| 7 Researchers at average salary of \$20,000 plus 12% employee benefits  |                  | 140,000<br>16,800              |
| 1 Secretary at salary of \$11,500 plus 12% employee benefits  |                  | 11,500<br>1,380                |
| 3 Stenographers/Typists at average salary of \$9,000 plus 12% employee benefits                                       |                  | 27,000<br><u>3,240</u>         |
| <b>Sub-total</b>  |                  | <b>\$555,056</b>               |
| Plus 3% salary differential for the additional Librarians and technicians   |                  | 1,404                          |
| Plus 3% salary differential for present Library staff (Librarians and Technicians)                                    |                  | 4,645                          |
| Director, Legislative Research, Library and Information Services at the salary of \$38,000 plus 12% employee benefits |                  | 38,000<br><u>4,560</u>         |
| <b>Total, recommended salaries and employee benefits</b>  |                  | <b>\$604,000</b>               |
|   |                  | (rounded to nearest thousand)  |

(50) See Appendix "M".

\* A radio of 81% to total budget.

\*\* The Salary of the messenger/Xerox operator is included in this sum.

The addition of Research and Clipping personnel would increase the salaries total without correspondingly adding to operational and capital expenditures and therefore the ratio of salaries and employee benefits to the total budget would be higher than 81%.

Of course, there are many imponderables. For example, employee benefits will probably be more than 12%; the salary differential may not be approved; depending on the calibre of the new personnel, the salaries may have to be higher or may be lower. Similarly, more or fewer people may be hired.

To allow for flexibility, it is, therefore, recommended that:

VII-2: FOR FISCAL 1977/78, THE LIBRARY/DEPARTMENT BUDGET BE SLIGHTLY MORE THAN DOUBLE THE PRESENT PROJECTION, WITH A 10% GROWTH EACH YEAR THEREAFTER.

This would represent 4.7% rather than 2% of the overall 1977/78 projected budget.

#### 41. Other Expenses

Among the "other expenses" are several minor items, e.g. the \$3,000. estimated 1976/77 recoveries for Xerox and reader/printer copying which would be an added Library expense if recommendation(IV-4), not to charge MPPs, the Press Gallery, and Queen's Park staff generally, is accepted. Furthermore, a research unit would greatly increase the amount of "in-house" copying. Soon it may be necessary to rent a more sophisticated machine to reproduce catalogue cards and a computer terminal (or terminals) and these would cost \$5,000 - 10,000.

#### 42. The "Book" Budget

The so-called "book" budget covering books, periodicals, loose-leaf services, newspapers and microfilms is included in the "other expenses" figure. In the past it has been too low. According to the Legislative Librarian the "book" budget for 1974/75 was \$27,900, for 1975/76 \$31,500, and an estimated \$36,200 for 1976/77.

With the "Library's" overall budget doubled, the "book" budget could also double, thus providing comfortably for the Library's regular acquisition needs.

#### 43. Supplementary Funds for the Collection

In Chapter III, we stressed the lack of current material, especially in political science and economics, and of specialized types of reference material. We recommend (III-6) that supplementary funds be made available to improve the collection. The 1977/78 projected budget, even when doubled, would not allow for this. We estimate that the sum needed to bring the collection up to standard is \$75,000 spread over three years.

#### 44. Weeding Expenses

These would be covered in the salaries of the new library staff.

#### 45. Alterations and Furniture

In considering available space and how the proposed Clipping File could be accommodated within the Library (Chapter VI), we recommended, VI-1, that the Clipping File be "partitioned off" from the rest of the Library. This can be done economically by means of moveable screens. Also needed will be Stor/Wal steel cabinets, a moveable sorting cabinet and stationery.

If the partition between the cataloguing room and the Clipping File is moved, it will also have to be paid for. Additional desks, chairs, filing cabinets, bookshelves, and typewriters will obviously be required for the proposed Research Unit, the new cataloguing and reference personnel.

#### 46. Special Budgetary Allocation

Only very rough estimates can be provided for sections 43-45.

Tentative figures are:

|   |          |
|---|----------|
| Monies needed for large purchase of books, etc.<br>(Over a three year period) | \$75,000 |
| <u>Furniture</u>  | 11,000   |
| Total   | \$86,000 |

This estimate is undoubtedly too low both because prices are steadily rising and because it is incomplete.

It is, therefore, recommended that:

VII-3: THE SUM OF \$125,000 BE ALLOCATED AS SOON AS FEASIBLE OVER AND ABOVE THE BUDGET AS A ONE-TIME GRANT TO ENABLE THE LIBRARY TO IMPROVE ITS BOOK COLLECTION AND THE NEW DEPARTMENT TO EQUIP ITS STAFF, IN THE SHORTEST POSSIBLE TIME.

CHAPTER VIII - RECOMMENDATIONS AND PRIORITIES

As this is a time of fiscal restraint the importance of careful consideration, based on sound information, should be more apparent than ever. In boom times, error and extravagance are less obvious, but now the cost of ignorance can be devastating.

We therefore feel that this is a particularly auspicious time for the Legislature and the Government of Ontario to demonstrate a real commitment to information and research. To do less, would suggest more interest in problem discussion than in problem solving.

The sensible way to make a public commitment to a better informed Legislature is by improving the inadequate resources at hand. This can best be done by implementing the recommendation that:

V-1: A DEPARTMENT OF LEGISLATIVE RESEARCH, LIBRARY AND INFORMATION SERVICES BE CREATED UNDER A NEW DIRECTOR WHO WILL CLEARLY MERIT THE SUGGESTED PAY BY BRINGING OUTSTANDING EXPERIENCE, SOUND PROFESSIONAL TRAINING, INITIATIVE, ENERGY, ABILITY AND PASSION TO THE TASK OF HELPING THE ONTARIO LEGISLATURE, GOVERNMENT AND OPPOSITION, BE TRULY WELL-INFORMED. THE CREATION AND FUNDING OF THIS DEPARTMENT AND THE APPOINTMENT OF ITS DIRECTOR IS THE VITAL FIRST STEP. PAGE 49.

Following this; our other recommendations should proceed as the new Director believes, though some could precede the appointment.

A. As priorities for the new Director we recommend that:

IV-8: THE LIBRARY/DEPARTMENT HIRE SEVEN RESEARCH OFFICERS TO FORM A UNIT OFFERING EXPERTISE IN LAW, ECONOMICS, ONE OF THE PHYSICAL SCIENCES, SOCIOLOGY, GOVERNMENTAL AFFAIRS, POLITICS AND ENVIRONMENTAL QUESTIONS, AND TO SUPPORT THEM, ONE SECRETARY AND THREE STENOGRAPHER/TYPISTS. PAGE 44.

IV-7: A CLIPPING FILE BE ESTABLISHED IN THE LIBRARY/DEPARTMENT TO SCAN SELECTED NEWSPAPERS FOR MATERIAL OF VALUE TO MPPs, LEGISLATIVE STAFF AND THE PRESS GALLERY, THE CLIPPINGS TO BE FILED BY SUBJECT, COPIES TO BE SUPPLIED AS REQUESTED.

PAGE 43.

II-1: A NEW EYE-CATCHING PUBLICATION BE ISSUED TO MPPs, LEGISLATIVE STAFF AND THE PRESS GALLERY DESCRIBING THE NEW DEPARTMENT IN SPECIFIC TERMS AND CLEARLY LISTING ALL ITS SERVICES. THIS SHOULD BE FOLLOWED UP WITH A VISIT FROM THE NEW DIRECTOR OR ANOTHER CONVINCING AND KNOWLEDGEABLE STAFF MEMBER. PAGE 21.

B. To enable these new services to be properly supported provision should be made as soon as possible to ensure that:

VII-3: THE SUM OF \$125,000 BE ALLOCATED AS SOON AS FEASIBLE OVER AND ABOVE THE BUDGET AND OVER A PERIOD OF THREE YEARS TO ENABLE THE LIBRARY TO IMPROVE ITS COLLECTION AND THE NEW DEPARTMENT TO EQUIP ITS STAFF IN THE SHORTEST POSSIBLE TIME. PAGE 59.

III-10: SUPPLEMENTARY FUNDS BE MADE AVAILABLE IMMEDIATELY, FROM THE SUM SPECIFIED IN RECOMMENDATION VII-3, FOR THE SOLE PURPOSE OF IMPROVING THE LIBRARY'S COLLECTION. PAGE 33.

VII-2: FOR FISCAL 1977/78, THE LIBRARY/DEPARTMENT BUDGET BE SLIGHTLY MORE THAN DOUBLE THE PRESENT PROJECTION WITH A 10% GROWTH EACH YEAR THEREAFTER. PAGE 57.

VI-3: ON THE 4TH FLOOR OF THE NORTH WING ALL OFFICE SPACE EAST OF THE ELEVATOR ON THE NORTH SIDE AND ALONG THE ENTIRE EAST SIDE BE ASSIGNED TO THE LIBRARY/DEPARTMENT AS SOON AS IT BECOMES AVAILABLE. PAGE 53.

VI-2: PURELY AS A TEMPORARY MEASURE, IF THE STAFF IS APPOINTED BEFORE THE SPACE IN VI-3 IS AVAILABLE, THE PROPOSED RESEARCH UNIT BE SUITABLY HOUSED IN THE MEMBERS' READING ROOM. PAGE 52.

VI-1: PART OF THE READING AREA BETWEEN THE CATALOGUING ROOM AND THE READING ROOM ALCOVE (RR AREA 2) BE PARTITIONED OFF AND ALLOTTED TO THE CLIPPING FILE BEFORE THE ARRIVAL OF ITS STAFF AND FURNISHINGS. PAGE 51.

C. To ensure that there will be no doubt regarding the new Department's role of Legislative Service the following should be done even before it is created and the Director appointed. That is to say that:

II-2: PERSONAL BORROWING PRIVILEGES OF ONTARIO CIVIL SERVANTS AT THE LIBRARY BE RESCINDED AND ALL THEIR FUTURE BORROWING FROM IT BE BY INTER-LIBRARY LOAN. PAGE 22.

II-3: MATERIAL IN THE LIBRARY BE MADE AVAILABLE TO THE CIVIL SERVICE, STUDENTS AND THE PUBLIC ONLY IF IT IS UNAVAILABLE ELSEWHERE IN TORONTO. PAGE 23.

IV-4: CHARGES FOR XEROX AND MICROFILM COPYING FOR MPPs, THE PRESS GALLERY, LEGISLATIVE STAFF AND GOVERNMENT DEPARTMENTS BE DISCONTINUED. CHARGES, TO FURTHER DISCOURAGE OUTSIDE USE, WOULD CONTINUE FOR STRANGERS. PAGE 40.

II-4: THE STAFF AT THE INFORMATION DESK AT THE MAIN ENTRANCE TO THE LEGISLATIVE BUILDING BE INSTRUCTED TO CLEAR REQUESTS FOR ADMISSION WITH THE LIBRARY BEFORE ALLOWING ENTRY. PAGE 23.

II-5: THE PROTECTIVE STAFF, EVEN IF NOT ON DUTY IN THE LIBRARY, BE INSTRUCTED TO ASSIST THE LIBRARIANS IF CALLED UPON. PAGE 24.

D. The Library staff, largely freed from the burden of service to "strangers" could then easily ensure that:

IV-1: THE LIBRARY REMAIN OPEN UNTIL THE HOUSE RISES, PERSONNEL ON DUTY TO BE COMPENSATED BY EQUAL TIME OFF THE FOLLOWING DAY. PAGE 36.

To recognize their difficult hours, the pressure of their work and the importance of the people they serve, and to ensure that the best are attracted and retained, it is recommended that:

VII-1: THE SALARIES OF LEGISLATIVE LIBRARIANS AND TECHNICIANS BE INCREASED BY 3% ABOVE CIVIL SERVICE SALARIES AND MAINTAINED AT THIS HIGHER LEVEL. PAGE 55.

E. To ensure that substantially improved library service be available it is clearly necessary that:

IV-2: ONE ADDITIONAL PROFESSIONAL REFERENCE LIBRARIAN BE HIRED.  
PAGE 37.

IV-6: ONE CATALOGUER AND ONE TECHNICIAN BE ADDED TO THE CATALOGUING STAFF. PAGE 42.

IV-5: ONE ADDITIONAL TECHNICIAN BE HIRED, WHEN NECESSARY, TO ASSIST WITH OFFICIAL PUBLICATIONS. PAGE 41.

IV-3: A MESSENGER BE HIRED FOR THE EXCLUSIVE USE OF THE LIBRARY.  
PAGE 38.

F. This strengthened Library staff could then attack the problem of improving the collection by ensuring that:

III-8: A CONCENTRATED EFFORT BE MADE TO OBTAIN A LARGER SELECTION OF NEWLY PUBLISHED MATERIAL, ESPECIALLY ON ECONOMICS AND POLITICAL SCIENCE, AND THAT LIBRARY USERS BE ENCOURAGED TO MAKE RECOMMENDATIONS. PAGE 32.

- III-7: SELECTED ADDITIONAL MATERIAL PUBLISHED BY THE UNITED NATIONS AND ITS AGENCIES, ESPECIALLY ON ECONOMICS, PUBLIC HEALTH, AND URBAN PROBLEMS, BE ADDED. PAGE 31.
- III-5: RELEVANT U.S. CONGRESSIONAL COMMITTEE HEARINGS BE OBTAINED. PAGE 30.
- III-9: FOR THE BENEFIT OF MPPs A SMALL COLLECTION OF RECREATIONAL READING, FICTION AND NON-FICTION, BE PROVIDED. PAGE 33.
- III-2: AS THE NEED ARISES, RESEARCHERS AND OTHER WELL-INFORMED PERSONS BE ASKED TO SUPPLY LISTS OF SPECIALIST REFERENCE MATERIAL TO BE PURCHASED. PAGE 28.

G. Concurrently, the same enlarged staff could streamline the collection by seeing that:

- III-11: THE MAP COLLECTION BE OFFERED FIRST TO THE ARCHIVES OF ONTARIO AND THEN TO THE ROBARTS LIBRARY, BOTH OF WHICH HAVE EXPERTS AVAILABLE TO ENSURE THAT MAXIMUM CARE IS TAKEN AND MAXIMUM USE MADE OF MAPS OR ATLASES NOT REQUIRED BY THE LEGISLATURE. ANY SURPLUS MAPS REMAINING SHOULD BE OFFERED TO THE NATIONAL LIBRARY. PAGE 34.
- III-6: UNITED STATES OFFICIAL PUBLICATIONS NOT REQUIRED BY THE LEGISLATURE BE HANDED OVER TO OTHER, PREFERABLY DEPARTMENTAL, LIBRARIES WHERE THEY COULD BE OF GREATER PUBLIC USE. PAGE 30.
- III-3: LONG RUNS OF HARD COPY OF OLD NEWSPAPERS BE OFFERED TO THE ARCHIVES OF ONTARIO AS SOON AS POSSIBLE. THOSE REMAINING AFTER THEIR SELECTION SHOULD THEN BE OFFERED TO OTHER TORONTO AND ONTARIO LIBRARIES, INCLUDING THE NATIONAL LIBRARY. PAGE 28.

- III-4: LONG RUNS OF HISTORICALLY IMPORTANT PERIODICALS BE OFFERED FIRST TO THE ARCHIVES OF ONTARIO, THEN TO DEPARTMENTAL LIBRARIES, THE ROBARTS LIBRARY, THE METRO TORONTO PUBLIC LIBRARY, AND THE NATIONAL LIBRARY. PAGE 29.
- III-1: AFTER THE ENLARGED STAFF HAS DONE ALL IT CAN TO REDUCE THE COLLECTION, THE PROVINCIAL ARCHIVES SHOULD BE INVITED TO SELECT MATERIAL WHICH MAY BE MORE USEFUL THERE. A RARE BOOK LIBRARIAN FROM THE ROBARTS LIBRARY SHOULD THEN BE INVITED TO SELECT OTHER MATERIAL, NOT REQUIRED BY THE LEGISLATURE, FOR TRANSFER TO THE ROBARTS LIBRARY FOR PUBLIC USE. PAGE 27.

This, then, is our guide to improved service to the Legislature. Much has been left unsaid, but there is challenge enough in what we have said in our suggestions and observations, as well as in our recommendations.

Respectfully submitted,



Erik J. Spicer,

Parliamentary Librarian.



Appendix "A"

Room 417  
Legislative Building  
Queen's Park  
Toronto, Ontario M7A 1A2

20 July 1976

Mr. Erik J. Spicer  
Parliamentary Librarian  
Library of Parliament  
Ottawa, Ontario K1A 0A9.

Dear Mr. Spicer:

On behalf of the Members of the Select Committee on the Fourth and Fifth Reports of the Ontario Commission on the Legislature, may I say how pleased we were to learn last week that you are willing to assist us in our review of the Legislative Library here at Queen's Park by undertaking a study of the Library, its collection and its services.

I would like therefore to invite you to advise the Select Committee on the present and future operations and requirements of the Legislative Library, the adequacy of its present collection and services, and changes that should be made thereto, with particular regard to:

- a) The needs that will be created by the expansion of the House to approximately 155 Members;
- b) The proposed addition of a research assistant to the staff of each Member;
- c) The proposed creation of a small research unit attached to the Library to serve the Legislature;
- d) The possible transfer of the government press clipping service to a vertical file in the Library for the service of Members and the government, along with possible other material that could be included in this vertical file;

P.T.O.

- e) Other information resources that should be added to the Library service or transferred from other branches of the provincial government to the Legislative Library for the benefit of Members or the government;
- f) Other recommendations of the Fourth and Fifth Reports of the Ontario Commission on the Legislature or the First and Second Interim Reports of the Select Committee which may require changes in or additions to the Library services;
- g) Any other recommendations which the Parliamentary Librarian feels may be desirable to improve the service of the Library to the Members or its other users;
- h) Changes and improvements that may be required in the space and facilities now used by the Library;
- i) The implications of the Parliamentary Librarian's recommendations in terms of staff, acquisitions, budget, and additional space and facilities that may be required for the Legislative Library of Ontario.

The Committee would be pleased to meet with you or your staff at the beginning of your study and would be happy to meet with you throughout the course of the study....

...In closing, may I say again how pleased the Committee is to receive your co-operation and that we look forward to your excellent advice.

Sincerely,

Donald H. Morrow, MPP

Chairman

Select Committee on the

Fourth and Fifth Reports

of the Ontario Commission

on the Legislature

cc: Hon. Russell D. Rowe  
Speaker of the Legislative Assembly

Miss Doris E. Wagg  
Legislative Librarian

## Appendix "B"

## QUESTIONNAIRE

(Please tick appropriate reply)

1. Is your Legislative Library one of the first places to which you turn for information? Yes  No
2. Do you think of the Legislative Library merely as a collection of books, periodicals, newspapers, reports and documents, or   
as a provider of valuable information and analysis?
3. During the last session, how often have you asked the Legislative Library for information (e.g. statistics, a telephone number, short biography, verification of quotation, etc.)?  
0 - 20 times   
20 - 40 times   
more often
4. Was the information you received satisfactory? and on time?  
always    
sometimes    
never
5. Would you prefer the Legislative Library  
a) to continue to serve: the civil service  (a)  
: the general public   
or  
b) to serve legislators, legislative staff and Press Gallery only?  (b)
6. If library service were more closely adapted to the needs of legislators and improved, would you use it more often? Yes  No
7. The Select Committee on the 4th & 5th Reports of the Ontario Commission on the Legislature recommends that each Private Member be entitled to a research assistant. If this proposal is accepted would you prefer as your personal researcher:  
or  
a) a university graduate   
b) a junior-level assistant?
8. If, as also recommended, a compact research unit were established in the Legislative Library to give MPs non-partisan help, do you expect to use the unit's services? Yes  No   
(On request, this unit would prepare objective in-depth reports, short papers, summaries, etc.)

Library of Parliament,  
Ottawa, Canada.  
K1A 0A9

28 September, 1976

Signature (optional) \_\_\_\_\_

Do you wish to discuss any of the above or any related matters? If so, please give your name, address and telephone number:

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

TELEPHONE NUMBER \_\_\_\_\_



## Legislative Library

(416) 265-5261

Parliament Buildings  
Queen's Park  
Toronto, Ontario  
M7A 1A2

### FOR YOUR INFORMATION:

The Legislative Library's primary function is to serve the Members of the Legislature, their staff, and members of the civil service and, as such, is not a public library.

The following publications are available at:

METRO CENTRAL LIBRARY at College and St. George Streets, and at the UNIVERSITY OF TORONTO, ROBARTS LIBRARY, St. George and Harbord Sts.

Bills (Ontario and Canada)

Statutes (Ontario and Canada)

Gazettes and Regulations (Ontario and Canada)

Debates (Ontario and Canada)

Statistics Canada publications (Ontario and Canada)

Toronto newspapers on microfilm

As well, both libraries are depository libraries for Canadian federal and Ontario government documents.

Province of Canada and Upper Canada Journals and Sessional Papers are available at the Ontario Archives.

Members of the public and students are asked to make use of the extensive facilities available at these libraries.

*Doris Waggy*

April, 1976.

Copy of letter  
sent to all M.P.P.'s  
April 1976

The growing number of public enquiries has made it increasingly difficult for the Legislative Library to provide effective service to Members of the Legislature, their staff, and government personnel.

In order to improve service to you and other Members of the Legislature, we will be encouraging members of the public to make use of the public and university library facilities available to them.

To avoid misunderstanding, we request your cooperation in providing a letter of introduction for anyone, other than your staff, whom you may refer to the Library.

Yours Sincerely,

(Miss) Doris E. Wagg,  
Librarian.

COPY OF

LEGISLATIVE LIBRARY - MEMORANDUM

Friday April 2nd/76 meet

2.35 p.m.

From: Legislative Librarian

TO : Reference Librarian

Admission of General Public and Students to the Legislative Library -

Current newspapers and U.S. Government Publications may be consulted at any time without prior arrangement or special permission.

Any adult member of the public, whose request seems reasonable, may consult material in the Library. He should fill in "Application to Consult" slip before being given any material to consult. On the reverse side of the application is a list of the types of material. This should be completed, including the "Purpose of Request". Research is not a satisfactory answer.

It is a good idea to inform members of the public about the extensive facilities available at the Metropolitan Central Library. You will have to decide when to do this on the basis of the individual and his request. If, for example, a member of the general public wishes to look at the Debates or the Statutes, he should be allowed to do so. He should, however, be told that, if he wishes to consult them again, he should go to the public library.

High school students are to be admitted to the Library only if the request seems reasonable.

University students - For many years the Library has had an arrangement with local universities about service to university students. It is that, whenever a volume or document is not on campus, a student may ask the circulation librarian to give him a chit asking if we will allow him to use the material at the Legislative Library.

If a graduate student arrives, who does not have such a chit but who has his university student card he may be allowed to make use of the card catalogue in order to determine whether he does, in fact, need to use this Library, but he should be informed that, before coming again, he must obtain such a chit. Graduate students from other cities can be served without a chit from their university library if their request seems reasonable. All students are to be asked to fill in an "Application to Consult" slip.

If it is necessary for a student to visit the Library more than once, a xerox copy of his chit (stamped by the library) is given to him so that he will not have any difficulty in returning to the Library. The Library's copy of the letter is filed at circulation desk.

Person sent by a M.P.P. - If a Member of the Legislature has sent someone to use the Library on his behalf, a letter should be provided by that Member to the Library explaining who the person is and why he wants to use the Library.

Visitors may look around.

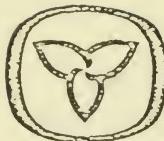
"APPLICATION TO CONSULT"

MICROFORMS ( ) List attached  
U. S. Government Publications ( )  
RARE BOOKS (before 1900) ( ) List attached  
COMMISSION HEARINGS ( ) List attached  
(Ontario or Canada)  
GOVERNMENT PUBLICATIONS ( ) List attached

Date:

**Signature:** 

Authorized by:



# Ontario Government Librarians' Council

880 Bay Street  
6th Floor  
Toronto, Ontario  
M7A 1E9

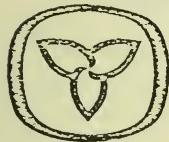
November 25, 1976

Mr. Erik J. Spicer  
Parliamentary Librarian  
Library of Parliament  
Ottawa, Ontario  
K1A OA9

Dear Mr. Spicer;

Regarding the relationship of the Legislative Library to other Ontario Government Libraries, the Ontario Government Librarians' Council recommends that:

- 1) Each Ontario Government library be responsible for maintaining, in its own subject field, a current and historical collection which will meet user requirements.
- 2) The collection of the Legislative Library continue as a back-up resource for legislative documents so that undue duplication of infrequently required materials, e.g. foreign legislation, non-current Ontario documents, is avoided.
- 3) The Legislative Library discontinue the practice of issuing borrowers' cards to Ontario civil servants and conduct loans on an interlibrary basis according to procedures currently being established by the Committee on Networking and Resource Sharing for ratification by members of the Ontario Government Librarians Council.
- 4) The Legislative Library reduce demand for reference services by Ontario civil servants by screening all requests to ensure that civil servants have investigated resources within their own libraries prior to addressing information requests to the Legislative Library. It is suggested that a degree of flexibility is required, particularly until civil servants are educated to consistently using their own libraries as initial contact.



# Ontario Government Librarians' Council

5) The Legislative Library, in accordance with policy of other Ontario Government Libraries continue to allow on premise use of its resources to all civil servants with a valid need, e.g. personnel from legal branches of Ontario Ministries.

Further, the Committee would also point out that Ministry libraries now render considerable services to members of the Legislative Assembly in terms of resources and search services. These services are direct, i.e. the Legislative Library has no intermediary role. Should a change in this procedure be judged advisable, the Ministry Librarians would co-operate.

Yours truly,

(Mrs.) Irene Shlapak  
Chairman  
Ontario Government Librarians'  
Council

September, 1976.

USERS' SURVEY, SEPT.-DEC. 1975 - SUBJECT BREAKDOWN

APPENDIX "G"

- # of questions - 1,954 -

|  |     |
|--|-----|
| Biography  | 52  |
| Bibliography   | 267 |
| Economics<br>(includes estimates, budgets and public accounts)                             | 267 |
| Directory and Dictionaries   | 176 |
| Culture and Recreation   | 8   |
| Education  | 34  |
| Government   | 97  |
| History  | 49  |
| Justice  | 113 |
| Legislative<br>(includes debates)  | 457 |
| Newspapers   | 123 |
| Parliamentary lore   | 7   |
| Political Science<br>(includes standing of parties, voters' lists, constituency questions) | 86  |
| Sociology<br>(includes population)   | 139 |
| Technology   | 55  |
| Miscellaneous  | 24  |

TOWARDS A POLICY CONCERNING  
RARE BOOKS AND SPECIAL COLLECTIONS  
IN THE ONTARIO LEGISLATIVE LIBRARY  
1973

APPENDIX A

A SUGGESTED LIST OF MATERIALS CONSIDERED  
TO BE RARE IN THE LEGISLATIVE LIBRARY

1. All manuscripts including original typescripts.
2. All books printed before 1650.
3. All books printed in England before 1800.
4. All Canadian books printed before 1900.
5. All Canadian pamphlets printed before 1900.
6. All Canadian periodicals which ceased publication before 1900 or are complete in six issues or less.
7. Small books measuring 3 by 5 inches or less.
8. All books printed in North America before 1320.
9. All pamphlets printed before 1800.
10. Publications by or about the Ontario Legislative Library.
11. Books with manuscript notes tipped in.
12. Limited editions of 300 copies or less.
13. Canadian art books.
14. Autograph copies.

REFER GENERAL PUBLIC TO:

TORONTO GLOBE - Hard copy

(Continued by Globe & Mail)

| METRO<br>CENTRAL<br>TORONTO ROOM    | CITY HALL<br>MUNICIPAL | U. OF T.<br>ROBARTS    | ONTARIO<br>ARCHIVES      | LEGISLATIVE<br>LIBRARY  |
|-------------------------------------|------------------------|------------------------|--------------------------|-------------------------|
| 1844-1936                           |                        |                        |                          | 1844-1901<br>1935-1936  |
| 1844-1936                           | 1960-                  | May 1844-<br>Nov. 1936 | 1844-<br>1904<br>1910-17 | 1844-1936               |
| 1936-                               | Current 3 mos.         | no                     | no                       | 1936-Dec. 1954          |
| 1936-                               | 1960-                  | Nov. 1936-             | no                       | 1935-                   |
| 1894-1908<br>1910-1967              | Current 3 mos.         | no                     | no                       | Nov. 1936-<br>Dec. 1955 |
| 1894-                               | 1954-                  | 1894-                  | no                       | 1936-                   |
| <u>TORONTO TELEGRAM</u> - Hard copy | No                     | 1960-1971              | no                       | Nov. 1936-<br>Dec. 1956 |
| - Microfilm                         |                        |                        |                          | 1957-Oct. 30, 1971      |
| <u>NEW YORK TIMES</u> - Hard copy   | No                     | Apr. 1876<br>1971      | no                       |                         |
| - Microfilm                         |                        |                        |                          | 1944-1952               |
| <u>TIMES-LONDON</u> - Hard copy     | 1939+                  | Current 3 mos.         | no                       | 1933-                   |
| - Microfilm                         |                        |                        |                          | 1839-1963               |
| <u>EMPIRE</u> - Hard copy           | 1785-<br>1887-1895     | Current 6 mos.<br>no   | Jan. 1785-<br>no         | 1961-<br>1887-1895      |
| - Microfilm                         |                        |                        |                          |                         |
| <u>MAIL</u> - Hard copy             | No                     | No                     | Good run                 | 1872-1894               |
| - Microfilm                         | 1872-1895              | No                     | no                       | No                      |
| <u>LEADER</u> - Hard copy           | No                     | No                     | Good run                 | 1854-1876               |
| - Microfilm                         | 1853-1869              | No                     | 1853-1869                | No                      |
| <u>SUN</u> - Hardcopy               | 1971-                  | 1971-                  | no                       | no                      |
| Microfilm                           |                        |                        |                          | 1971-                   |

APPENDIX V.

Appendix "J"



ORGANIZATION CHART

Prepared by: \_\_\_\_\_ Date: \_\_\_\_\_  
Approved by: \_\_\_\_\_ Date: \_\_\_\_\_  
Supersedes: \_\_\_\_\_

1  
Legislative Librarian -01

Librarian 5

1  
Cleaner  
Library Accounts Clerk -02  
Buildings Cleaner 1  
Clerk 3 Gen.

1  
Cataloguing Technician  
Library Clerk -03  
Technician 1

1  
Senior Librarian -05  
Librarian 4

1  
Government Documents Librarian-10  
Librarian 3

1  
Technical Services Librarian-06  
Librarian 2

1  
U.S. Documents Technician -12  
Library Technician-3

1  
Canadian & Provincial Documents Technician-11  
Library Technician-2

1  
Government Documents Clerk -13  
Library Technician-2

1  
Cataloguing Clerk -08  
Library Technician 2

To Chart No. LA3-00  
Position . Director of Administration  
Location: Legislative Building

Chart No:  
Dent:  
Division:  
Branch:  
Section:

LA 6-00  
Chart No:  
Dent:  
Division:  
Branch:  
Section:

1  
Periodicals, 1  
Newspapers &  
Acquisitions  
Librarian -15  
Librarian 3

1  
Reference Librarian -20  
Librarian 3

1  
Newspapers &  
Periodicals  
Clerk -17  
Library Technician 1

1  
Acquisitions Technician -16  
Library Technician 3

1  
Circulation Clerk -21  
Library Technician 2

1  
Circulation Clerk -21  
Library Technician 2

1  
Reference Librarian -20  
Librarian 3

1  
Newspapers &  
Periodicals  
Clerk -17  
Library Technician 1

1  
Acquisitions Technician -16  
Library Technician 3

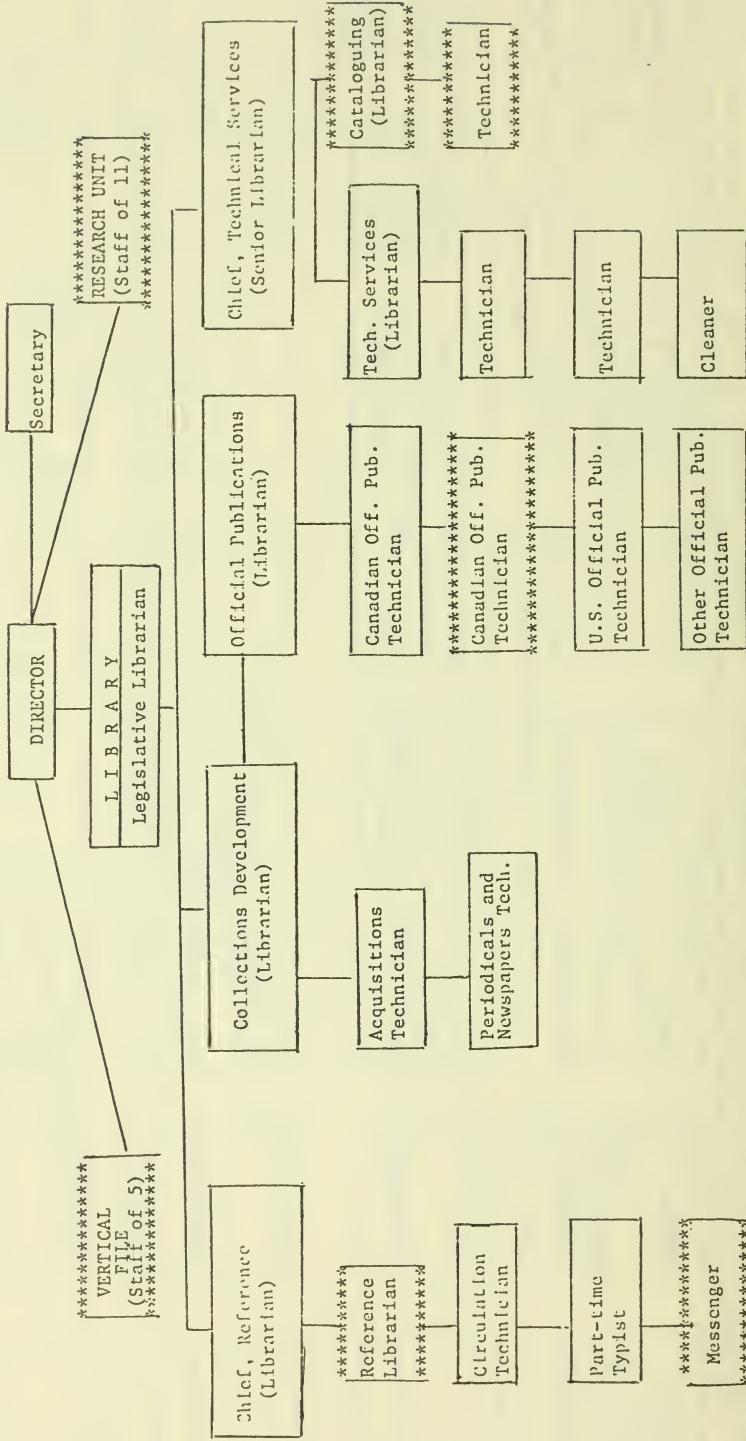
1  
U.S. Documents Technician -12  
Library Technician-3

1  
Canadian & Provincial Documents Technician-11  
Library Technician-2

1  
Government Documents Clerk -13  
Library Technician-2

## APPENDIX "K"

POSSIBLE ORGANIZATION CHART OF THE  
DEPARTMENT OF LEGISLATIVE RESEARCH, LIBRARY, AND INFORMATION SERVICES.



Positions marked \*\*\*\*\* are recommended new positions.

## APPENDIX "K"

LEGISLATIVE LIBRARY - STATISTICS

| <u>ACQUISITIONS -</u>  | <u>1973/74</u> | <u>1974/75</u> | <u>1975/76</u> |
|--|----------------|----------------|----------------|
| <u>1. Bound volumes</u>                                      |                |                |                |
| By purchase and gift   | 1,353          | 1,174          | 1,522          |
| By binding   | 315            | 550            | 587            |
| <u>2. Government publications</u>                            |                |                |                |
| Canada, provinces, etc.                                      | -              | 17,821         | 18,306         |
| U.S.   | 11,224         | 10,962         | 8,009          |
| <u>3. Serial titles</u>                                      |                |                |                |
| General  | 255            | 273            | 257            |
| Legal  | 102            | 172            | 107            |
| <u>4. Newspaper titles</u>                                   |                |                |                |
| Dailies  | 66             | 65             | 63             |
| Weeklies   | 154            | 154            | 156            |
| <u>5. Microforms</u>   |                |                |                |
| Reels of microfilm   | -              | -              | 158            |
| Microfiche   | -              | -              | 1,886          |
| <u>CIRCULATION -</u>   |                |                |                |
| Regular books  | 1,733          | 1,824          | 1,925          |
| Reference books and government publications (including U.S.) | 814            | 656            | 1,043          |
| Law books  | 214            | 150            | 200            |
| <u>INTERLIBRARY LOAN REQUESTS -</u>                          | 122            | 152            | 145            |
| <u>NEW MEMBERS REGISTERED -</u>                              | 196            | 229            | 200            |
| <u>PERSONS ADMITTED TO STACKS -</u>                          | 1,819          | 1,836          | 2,374          |
| <u>ENQUIRIES ANSWERED (at reference desk)</u>                | 11,525         | 11,750         | 12,252         |
| <u>BUDGET -</u>  |                |                |                |
| Salaries   | 120.7          | 135.1          | 167.3          |
| Employee benefits  | 11.7           | 13.8           | 19.0           |
| Transportation & Communication                               | 1.6            | 1.6            | 1.0            |
| Services   | 6.8            | 6.8            | 6.6            |
| Supplies & equipment   | 27.0           | 31.5           | 36.3           |
| TOTAL -  | <u>157.8</u>   | <u>188.8</u>   | <u>230.2</u>   |
| <u>EXPENDITURES -</u>  |                |                |                |
| Salaries   | 124.9          | 135.6          | 154.6          |
| Employee benefits  | 19.7           | 17.9           | 17.6           |
| Transportation & Communication                               | .4             | .9             | .3             |
| Services   | 4.6            | 5.3            | 11.9           |
| Supplies & equipment   | 30.4           | 32.8           | 39.0           |
| TOTAL -  | <u>120.0</u>   | <u>192.5</u>   | <u>223.4</u>   |

LEGISLATIVE ASSEMBLYBUDGET PROJECTIONS

|    |                                 |            |
|----|---------------------------------|------------|
| 1. | Budget 1976-77                  | \$13,865.5 |
| 2. | Projected Budget 1977-78        | 15,252.0   |
| 3. | Projected Budget in 5 years     | 24,560.0   |
| 4. | Projected Budget in 10 years    | 39,554.0   |
| 5. | Budget Library 1976-77          | 284.0      |
| 6. | Projected Budget 1977-78        | 312.0      |
| 7. | % of Legislature Budget 1976-77 | 2%         |

Projection calculated at 10% growth each year.

08.11.76

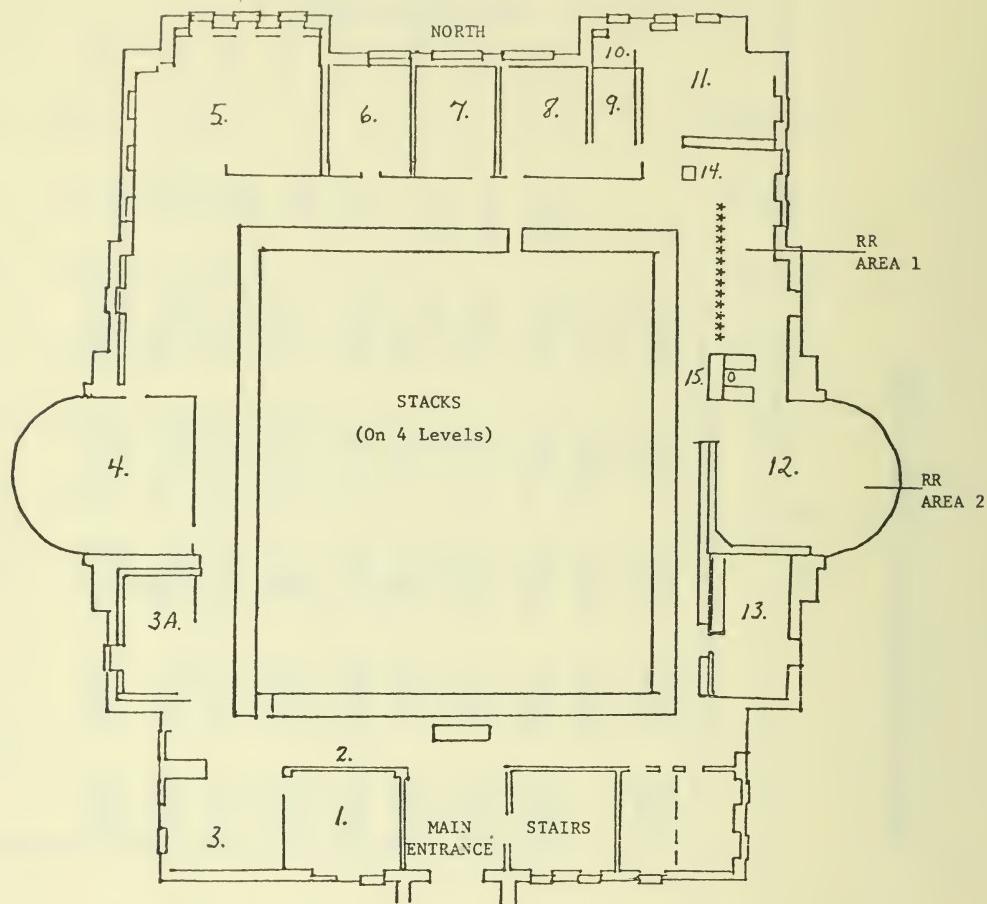
Ontario Public Service Library Scales

Appendix "N"

| <u>CLASS, CODE AND TITLE</u> | <u>DEL</u>  | <u>SALARY RANGE - ANNUAL/WEEKLY</u> |                 |                 | <u>Sr.</u>      |                 |              |
|------------------------------|-------------|-------------------------------------|-----------------|-----------------|-----------------|-----------------|--------------|
| 07930 Librarian 1 (s)        | D<br>232.50 | 12132<br>236.49                     | 12340<br>241.15 | 12583<br>245.79 | 12025<br>245.79 | 13069<br>250.46 |              |
| 07932 Librarian 2            | D<br>253.77 | 13310<br>265.09                     | 13554<br>259.76 | 13795<br>264.39 | 14039<br>269.05 |                 |              |
| 07934 Librarian 3            | D<br>279.01 | 14241<br>283.64                     | 14247<br>300.27 | 14767<br>311.58 | 15321<br>323.53 | SP-05<br>3-7    |              |
| *07936 Librarian 4           | D<br>329.02 | 17168<br>341.86                     | 17838<br>356.14 | 18583<br>356.14 | 19328<br>370.42 | 20295<br>388.96 | P-LB:<br>3-7 |
| *07938 Librarian 5           | D<br>362.42 | 18911<br>378.47                     | 19748<br>397.68 | 20750<br>417.63 | 21791<br>417.63 | 22887<br>430.63 | P-LB:<br>3-7 |
| 07940 Library Technician 1   | D<br>128.22 | 6690<br>132.81                      | 6930<br>137.44  | 7171<br>142.70  | 7446<br>147.96  | 7720<br>147.96  | TS-08<br>3-7 |
| 07942 Library Technician 2   | D<br>151.91 | 7926<br>157.19                      | 8202<br>163.10  | 8510<br>169.03  | 8820<br>175.62  | 9164<br>175.62  | TS-08<br>3-7 |
| 07944 Library Technician 3   | D<br>188.78 | 9850<br>195.37                      | 10194<br>202.60 | 10571<br>210.51 | 10984<br>218.41 | 11396<br>218.41 | TS-08<br>3-7 |
| 07946 Library Technician 4   | D<br>226.30 | 11008<br>234.87                     | 12255<br>244.00 | 12736<br>253.31 | 13217<br>262.52 | 13698<br>262.52 | TS-08<br>3-7 |

FLOOR PLAN LEGISLATIVE LIBRARY  
LEGISLATIVE BUILDING, NORTH WING, 3RD FLOOR

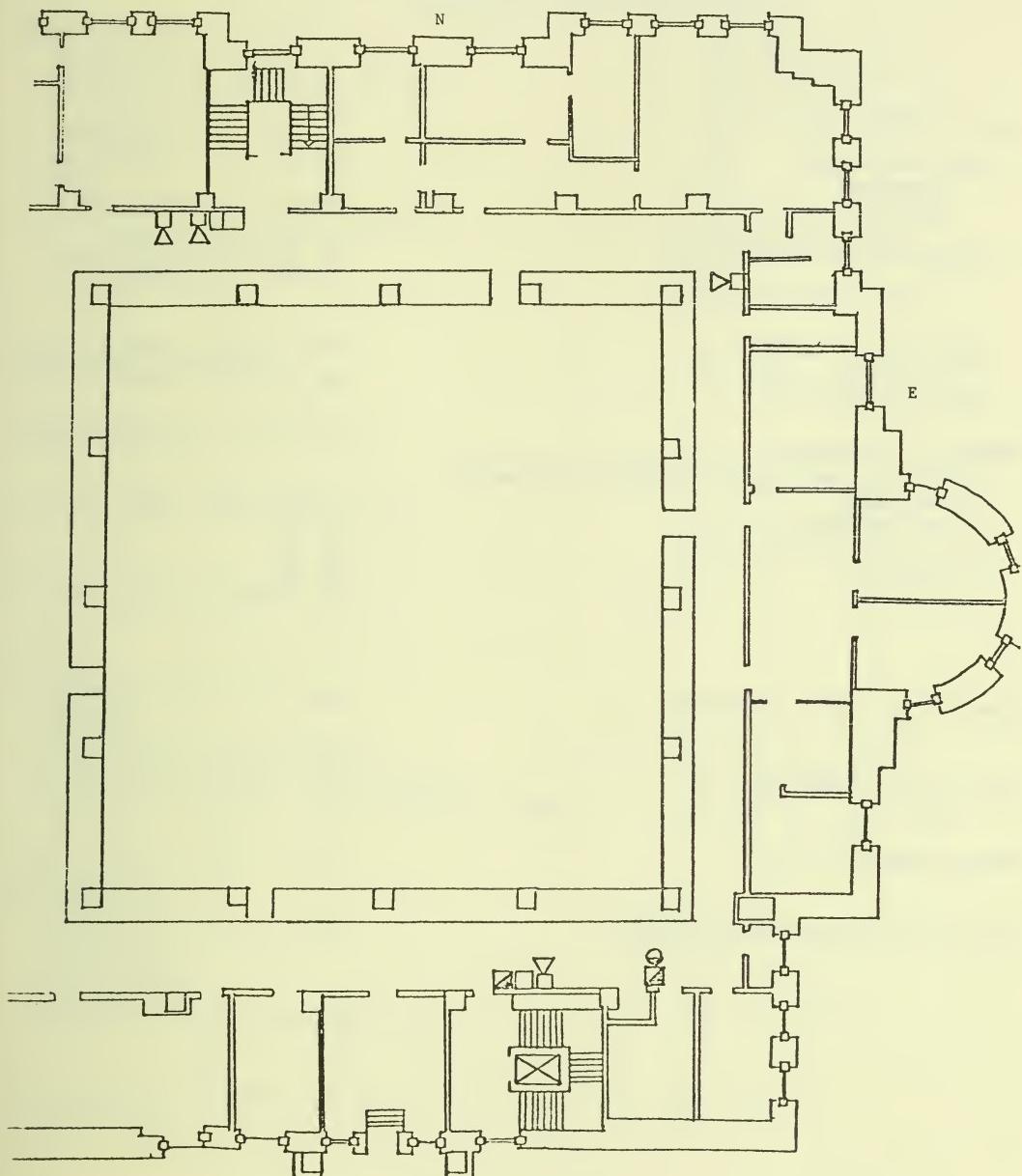
Appendix "O"



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| 2. Public Catalogue               | 10. Senior Librarian's Office |
| 3. Reference Librarian's Area     | 11. Technical Services        |
| 3a. Quick Reference and Carrels   | 12. Periodicals Display       |
| 4. Members' Reading Room          | 13. Staff Room                |
| 5. Legal Library                  | 14. Support Pillar            |
| 6. Rear Entrance to Library       | 15. Large Desk                |
| 7. Librarian's Office             | **** Partition                |
| 8. Work Room                      |                               |

Appendix "P"

PLAN OF NORTH-EAST PART OF 4TH FLOOR OF  
NORTH WING OF LEGISLATIVE BUILDING



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A REVIEW OF REMUNERATION  
OF MEMBERS OF THE ONTARIO LEGISLATURE

DECEMBER 1976

# HicklingJohnston

December 8, 1976

Select Committee on the  
Fourth and Fifth Reports of the  
Ontario Commission on the Legislature,  
Legislative Assembly  
Queen's Park  
TORONTO, Ontario.

Dear Sirs and Madam,

We have now completed the assignment whereby we undertook to review various aspects of the remuneration of Members of the Ontario Legislature. This report gives our findings and recommendations.

Any proposal to adjust the remuneration of elected representatives in any jurisdiction in our province will be carefully reviewed by various groups with often widely different opinions on the subject. In this report, we have attempted to present data which we believe provide a basis for our recommendations. If this basis is generally accepted, then we believe that the recommendations should receive the most careful consideration. It is now sometime since a review of Members' remuneration was completed, and in these rapidly changing times we do not believe it is either equitable or advisable to leave such a critical area without review and decision for too long. Thus, we recommend that the Committee review this report and its recommendations as soon as possible and come to a conclusion on them.

We would like to thank the Members of the Committee, various Members of the Legislature and many other individuals who assisted us in the gathering of necessary background data for this report. We have appreciated having the opportunity to advise on this important subject. We are available to discuss our findings and recommendations.

Yours truly,

  
R. W. Johnston  
Managing Partner

A REVIEW OF REMUNERATION OF MEMBERS OF THE  
ONTARIO LEGISLATURE

DECEMBER 1976

HicklingJohnston

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Typical Annual Incomes for Established Professions, Trades  
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### APPENDIX E

Implications of the Anti-Inflation Program for Increases  
in Members' Remuneration

"It has been frequently observed, and the observations being founded on truth and reason, should never be lost sight of, that offices in a free country should not be put beyond the reach of men of moderate fortunes. If salaries should be fixed too low, a monopoly would be created in the hands of the wealthy, the power of selection by The Crown would be most injuriously restricted..... It should further be considered, that the higher offices of Government require an entire devotion of the whole time and attention of those who fill them; that their own private affairs must necessarily be neglected; and that if care should be taken on the one hand to avoid the scandal of private fortunes amassed at the Public expense, it is neither for the interest nor for the honour of the country on the other hand, that they should be ruined in its service ....."<sup>1</sup>

<sup>1</sup> Extracted from the Report of the Select Committee (United Kingdom) on Members' salaries presented in the year 1831.

OBJECTIVES<sup>2</sup>

1. To recommend to the Select Committee, the basic level of remuneration to be paid in 1977 to the Members of the Ontario Legislature.
2. To review the current expense arrangements and recommend changes if required.
3. To recommend a mechanism for maintaining the levels of remuneration and expenses on a current basis, thereby avoiding large catch up adjustments.

Note: It was agreed that we would not address ourselves to any payments now made in addition to the basic level of remuneration and expenses.

<sup>2</sup> Extracted from the letter of proposal from Hickling-Johnston Limited to the Select Committee dated October 5, 1976.

### APPROACH<sup>3</sup>

To gather general background data on the current role of a typical Member, we interviewed all members of the Committee and, in addition to the Committee, ten members distributed amongst the three parties.

We reviewed current approaches to Members' compensation at the federal, provincial and municipal levels in Canada. We updated our general understanding of trends in the public sector in the United Kingdom and in the United States.

We undertook both a general survey of areas that might be considered for comparison purposes in compensation and also undertook a highly specialized form of survey whereby we undertook to identify the total 1976 earnings of a cross-section of individuals who could be considered to be firmly established in non-supervisory positions in the trades (and related areas) and professions in Ontario. This latter survey was different from most in that it took into account such areas as shift premiums and overtime, lay-off periods for which Unemployment Insurance was paid, and even normally accepted income from related additional employment where the individuals in a particular area typically have time to undertake such employment. In short, this survey attempted to ascertain the total earned income of typical representatives in each of the areas studied.

Where quantitative data was obtained, it is given in Appendices B to D.

<sup>3</sup> In addition to the specific data gathered for this assignment, the previous experience of the three consultants involved was used. This includes active roles in two previous studies of this type plus responsibility for senior compensation studies for six provinces, Canada, and for comparable studies for municipalities, universities, hospitals, school boards, and private corporations.

## FINDINGS

### *The Indemnity - \$4.29 to \$5.45 per hour*

One thing rapidly became clear to us during our interviews. There are few groups in our society that put in as many hours a year on the job as do Members of the Ontario Legislature. The only ones that come readily to mind are: those operating small retail establishments, those engaged in farming involving livestock, general practitioners of medicine, clergy in the pastorate and many senior executives in both the public and private sectors. Our estimate, and we believe it to be conservative, is that the average Member puts in at least 50 to 60 hours per week for 50 weeks of the year. All are involved in seemingly endless amounts of evening and weekend work and a great deal of travel. Most statutory holidays are worked in whole or part as these are the times when most constituents are free. The increasing complexity of our society requires evermore complex and time consuming activities if all points of view are to be heard before critical decisions are made. Thus, if the 50 hour week is taken (with the first 40 hours at straight time, the remainder at time and one half) the current hourly rate works out to \$5.45 per hour. If the 60 hour week is taken as the average, the hourly rate falls to \$4.29. It should be noted that the current average Ontario industrial hourly rate is \$5.67.

While many Members of the House do receive additional income for added responsibilities (Party Leaders, Cabinet Ministers, Whips and so on), 56 out of the current 125 Members receive no additional income over the \$15,000 per year indemnity.

### *Expense Allowance*

All Members currently receive \$7,500 per year tax-free to cover those expenses associated with holding office for which there is no mechanism to provide reimbursement. In recent years, and in particular since the implementation of many of the recommendations of the Camp Commission,<sup>4</sup> many, but not all the direct expenses associated with holding office are now being reimbursed upon presentation of appropriate receipts.

<sup>4</sup> Ontario Commission on the Legislature, May 1973 and following

However, there are still several highly significant formal and informal expenses associated with holding office for which there is no reimbursement. Such expenses include part of the depreciation on an automobile that is essential for mobility on the part of a typical Member; meals and entertainment expenses of a type for which a typical corporation would reimburse its employees, and a myriad of less well defined expenses ranging from extraordinary charitable and other donations to expenses associated with the maintenance and operation of a home (or homes) where one of the principals is rarely able to deal with what many in our society would be able to do in the way of maintenance.

In our view, many but not all Members do in fact make full use of the allowance for expenses of this type. As has been implied above, the trend toward reimbursing all reasonably identifiable expenses has meant that certain expenses which once had to come out of the \$7,500 amount no longer do and it can be expected that this trend will continue, with diminishing impact, for at least the next few years.

#### *Reimbursable Expenses*

As noted above, there has been a major shift in recent years toward reimbursing Members for actual expenses associated with discharging the responsibilities of office. This shift started in the late sixties and was rapidly accelerated following the presentation and acceptance of many of the recommendations of the Camp Commission's First Report in May 1973.

Now, Members are entitled to compensation for reasonable travel to and from Queen's Park and their constituency by the most expeditious means and for mileage undertaken for travel within the constituency. Members from constituencies outside Metropolitan Toronto are entitled to allowances for accommodation while attending to their responsibilities at Queen's Park. In addition, allowances are now paid to assist with the establishment and staffing of a basic constituency office and for long distance and other communication charges. Some of these allowances (accommodation in Toronto) have ceilings, and all require appropriate receipts to be presented before reimbursement is granted.

The Members interviewed felt that the allowances are generally appropriate and the amounts granted, in most cases, are sufficient or nearly so.

For example, the allowance for accommodation is now set at a maximum of \$3,900 per year. This is sufficient for a one bedroom furnished apartment with parking, outside the downtown core area. It is difficult, if not impossible to get suitable accommodation at this price within walking distance of Queen's Park. Also, as noted above, there is no reimbursable allowance for food, laundry and other related expenses. These must be paid for from the general Expense Allowance.

#### *Adjustments*

In Ontario there has been no regular and/or formula approach to adjusting the Indemnity, Expense Allowance and Reimbursable Expenses not tied to direct reimbursement.

*The Indemnity --* The practice regarding changes in the Indemnity seems to have been to wait as long as possible before taking any action. In recent years, changes have been made in 1961 (\$5,000), 1964 (\$8,000), 1969 (\$12,000), 1973 (\$15,000). 1973 was when an external group (Camp Commission) publicly advised the Speaker on an increase. The Commission did not, either in their First or Fifth reports, recommend a mechanism for adjustment. Although they studied the problem<sup>5</sup> and clearly recognized that some mechanism was required, they were unable to make a specific recommendation.

*Expense Allowance --* To date, the Expense Allowance has been adjusted at the same time as the Indemnity and to the extent apparently allowed under the Income Tax Act.

*Reimbursable Expenses --* Those expenses without a dollar ceiling (e.g., per trip air fare) are adjusted automatically. Others, such as mileage rates and accommodation allowances, are adjusted on essentially an ad hoc basis. At least, these have been adjusted at more frequent intervals than the Indemnity and Expense Allowance.

<sup>5</sup> Ontario Commission on the Legislature First Report, pps 75-6 and Fifth Report, pp 43-4

## RECOMMENDATIONS

### Introduction

This report will not attempt to list the changes that have taken place, and they have been many, in the approaches to compensation of elected representatives in other major jurisdictions.

However, over the last hundred and fifty years or so, there has been a gradual shift towards providing compensation that could meet the criteria set out in the quotation given on page one and the consistent but more recent criteria given below that are typical of a wide range of recent studies.

"..... the salary for all Members, whatever the type of their constituency, should be such as will enable those Members who are without private means or the opportunity to earn income outside the House efficiently to discharge the duties of the service without undue financial worry and to live and maintain themselves and their families at a modest but honourable level --- In so far as this solution will put money into the hands of those who do not need it, the surplus to some extent will be taken back by taxation. To the extent to which this does not happen, it must, in our opinion, be accepted as the unavoidable result of the variegated nature of membership of the House. There is, however, nothing to prevent a Member, who so wishes and who has the necessary means, from regarding his membership as a voluntary service, and from foregoing his parliamentary salary in whole or in part."<sup>6</sup>

"..... the four fundamental propositions.....

- (a) That the occupation of a member of Parliament should be regarded as virtually full-time and professional in nature;
- (b) That it should be assumed that a member of Parliament has no other income;

<sup>6</sup> 1964 Report of the Committee (U.K.) on the Remuneration of Minister and Members of Parliament. pp 35 and 37

- (c) That it should be accepted that members are married with family commitments;
- (d) That regard should be had to the sacrifices a member and his wife (or husband) have to make in respect of their enjoyment of leisure and family life."<sup>7</sup>

The gradual nature of the establishment of suitable criteria on which to base Members' compensation can hardly be over-emphasized. It is doubtful if, on a per capita basis, the compensation of any group in modern society has been studied more frequently or commented on with more varying (and often vociferous) opinions.

<sup>7</sup> The Report of the New Zealand Royal Commission Upon Parliamentary Salaries and Allowance, 1970 as quoted in Ontario Commission on the Legislature, First Report, p 17.

General Recommendations -- Criteria for Establishing and Updating the remuneration of Elected Representatives

While we fully subscribe to the criteria we have quoted above, we do not believe they are sufficient to ensure a viable approach to the establishment of Members' compensation that would be appropriate for the foreseeable<sup>8</sup> future.

Thus, paraphrasing from the above and adding additional points, we recommend that the following criteria or "propositions" be accepted as the basis for remuneration of Members of the Ontario Legislature.

A. The Member

1. That the occupation of a Member of the Ontario Legislature be regarded as full-time.
2. That it be assumed that a Member has no other income.
3. That it be accepted that a typical Member is married with family commitments.
4. That the demands on the family of a Member are such that it is rarely practical for the spouse to contribute significantly to the family income without extraordinary sacrifice.
5. That a Member without some form of private capital, has derived income at least at a fully established level in the professions, trades and equivalent.

The scope of a Member's responsibilities has been dealt with briefly elsewhere in this report and in detail by the Camp Commission and others. Therefore, there is no discussion here of Propositions A1 to A4.

<sup>8</sup> 'foreseeable' in today's rapidly changing world may not be very far into the future. The word assumes that the unforeseeable will have to be taken into account when and if it occurs.

Proposition A5 recommends relatively clear, easily identifiable points of comparison. The clear definition of such a group is an additional proposal. The choice of such a group may be considered arbitrary. However, it is made up of those whose incomes are, to varying degrees, largely at the discretion of others. That is, they are employees whose incomes vary only slightly no matter where they are employed in Ontario.

#### B. The Indemnity

*That the indemnity be sufficient to ensure that the typical Members described above can support themselves and their families in the same way as their related group (established professions, trades and equivalent).*

This proposition moves in the direction of further separating income (the Indemnity) clearly from Expenses. This is a move towards conventional practice in our society. At this time the clergy and elected representatives are the only two major groups granted significant tax free allowances. (Clergy are granted special tax treatment for accommodation and certain other expenses).

#### C. Expenses (Expense Allowance and Reimbursable Expenses)

*That expenses of office be paid to Members, the total to roughly equal actual costs.*

Proposition C is consistent with Proposition B. While the tax-free allowance was certainly necessary when there was little or no reimbursement of expenses, the shift towards reimbursement of many (but not yet all) expenses of office diminishes the need for it. It is interesting to note that as of September 1976, Members of the Federal Parliament and of the Legislatures of New Brunswick, Newfoundland, and Quebec received Expense Allowances that were less than half the Indemnity for their respective jurisdictions.

D. Additional Responsibilities<sup>9</sup>

*That additional responsibilities over and above those of the ordinary Member be compensated for through additional income.*

In most types of employment, increased responsibility is generally recognized with increased compensation. This occurs in both the public and private sectors with one important exception. The top compensation levels in the public sector are often less than half those in the private sector for which might be considered to be roughly equivalent responsibilities.

E. Availability of Candidates

*That remuneration not be a factor in either limiting or enhancing the general availability of candidates.*

An informal check indicates that a reasonable number of candidates are usually available to try for nomination at the riding level prior to a provincial election or by-election. However, one small but highly influential group is rarely prevailed upon to run. It is the upwardly mobile middle and upper (but not yet senior) management group. Typically, men and women in this group are in their forties and currently earn about \$35,000 to \$60,000 per year. They have not yet earned enough in total to acquire a form of financial independence but have assumed a relatively high and costly standard of living. They make up less than 1.5% of the work force. There is no jurisdiction that we know of that compensates elected representatives at the base or indemnity level in this range.

<sup>9</sup> The area of income for the discharge of additional responsibilities is outside the terms of reference for this study.

#### F. Adjustments

*That recognition be given to:*

- (a) *the need for routine (approximately annual) adjustments to remuneration to maintain remuneration at levels comparable to the established professions, trades and equivalent group;*
- (b) *the requirement for major periodic reviews to assess the basic criteria.*

Mechanisms for adjusting compensation of elected representatives vary from indefinite reviews to the recent change in some jurisdictions to regular annual adjustments. Canada enacted an adjustment mechanism in May 1975 tied to the Consumer Price Index with a maximum of seven percent for both salaries (including Indemnity) and allowances. However, Bill C-81, which received Royal Assent on June 15, 1976, froze all salaries and allowances for a period of one year.

Manitoba uses a formula based on the Consumer Price Index and the corporate industrial wage for Manitoba. Manitoba also used the same formula to adjust the Expense Allowance.

Quebec's formula is based on the weekly salaries and wages of the Industrial Composite in Canada.

Specific Recommendations

The recommendations are based on current data and should be considered on this basis.

Their implementation would, in our view, be equitable. However, the Anti-Inflation Board would not likely approve all the recommended changes. Nevertheless, we have decided to let our recommendations stand. An outline of what would probably be approved is given in Appendix E.

We recommend that:

**Indemnity**

*The basic Indemnity be raised to \$20,000 per year.*

This is approximately equal to the earned income of a cross-section of established Ontario professions, trades and equivalent. (See Appendix D).

It is between the amounts of \$18,971 and \$21,937 that result from adjusting the 1969 Indemnity of \$12,000 by the rise in the Consumer Price Index and the average weekly wage in Ontario - Industrial Composite. The 1969 figure was chosen because we support the view of the Camp Commission that "After 1969 it could be said that the extent of remuneration nudged closer to the comparable value of the contribution in time and energy which the M.P.P. gives to his job.<sup>10</sup>

It will be noted that in this report minimal emphasis has been placed on what is received by elected representatives in other jurisdictions in Canada. Many, including those in Ottawa and Quebec receive more, as do a rather surprising number of representatives at the municipal level. In our view, there has been far too much emphasis on comparisons within the relatively closed group that elected representatives are part of. We believe that it is more appropriate to use an external yardstick. The yardstick may or may not be deemed by others to be appropriate but, at least, it is one that is external and largely shaped by forces outside the public sector.

<sup>10</sup> Ontario Commission on the Legislature, First Report, May 1973, p 25.

### Expense Allowance

*No adjustment be made in the Expense Allowance.*

As noted earlier, there has been a marked trend toward reimbursing Members for more of the expenses of office than previously. While we do not expect changes on the scale of the last three years, we believe the trend may continue. Some expenses can probably never be covered by the voucher route. Our recommendation foresees the possibility of holding the Expense Allowance at its present dollar amount for the indefinite future with its real value gradually diminishing and the reimbursement mechanism gradually providing allowances for expenses previously covered by the Expense Allowance.

While the acceptance of this recommendation would mean that certain tax advantages might be lost, it would go a long way towards treating Members like other citizens and at the same time remove the basis for a major area of criticism.

### Reimbursement Expense

(a) *The present pattern of reimbursable expenses be maintained;*

*and*

(b) *expenses of all types associated with holding office should be reviewed on an ongoing basis to determine whether reimbursement practices are consistent with both tax law and general business practice.<sup>11</sup>*

These recommendations are consistent with our general recommendation that there should be a continuing swing towards reimbursement of the actual expenses of holding office.

<sup>11</sup> We noted in our findings that while Members must keep a car available for constituency and other duties associated with office, no direct payment is made towards depreciation and related costs or, in particular, towards the cost of a second automobile required by many, except through the Expense Allowance.

**Adjustments -- Interim**

*Interim adjustments should be made on an annual basis as follows:*

**Indemnity** - The basic indemnity should be adjusted upwards by a percentage equal to the *lower* of the percentage change in the Consumer Price Index or the percentage change in the Average Weekly Wage in Ontario (Industrial Composite).

We have recommended this approach so as to ensure that the Indemnity will, in fact, almost certainly gradually drop below that of the income received by the group of professions, trades and equivalent used for comparative purposes. This approach is recommended for interim adjustments only. We believe that any automatic adjustment of this sort must be conservative because of the highly sensitive nature of the compensation involved.

**Expense Allowance**

*No adjustment should be made on an interim basis.*

This recommendation is consistent with our other recommendations regarding the Expense Allowance.

**Reimbursable Expenses**

- (a) *The cost of accommodation should be adjusted annually and by a percentage equal to the change in the Consumer Price Index.*
- (b) *Mileage should be paid at the same rate for incidental mileage paid to Ontario Civil Servants.*

Recommendations (a) and (b) are consistent with our view that there should be regular adjustments on an essentially automatic interim basis.

Other expenses, such as air fares, are paid at actual cost and will not need an interim adjustment.

#### General Review

*A general review should be held every four to six years or whenever a critical event occurs.*

The only thing that can be stated with certainty is that there should be a regular review of the criteria and their application. Our view is that once every four to six years should be sufficient. If there has been no major change in the role of the Members, or no critical event occurs, we would see such a review almost certainly assessing the move in income of the base group (established professionals, trades and equivalent) and making an adjustment to the Indemnity which should be sufficient for another four to six years.

If the role has changed, other criteria may be required. Similarly, if a critical external event occurs, then a review would certainly be required.

Such reviews should be conducted with a degree of openness under the general direction of such a group as the Select Committee.

STATISTICAL SOURCES

1. Taxation Statistics, Revenue Canada, Summary Table 3
2. Association of Professional Engineers of Ontario: Survey, 1976
3. Unpublished study on rates of change in pay in Canada, 1976
4. Civil Service Commission, Ontario: A review of the Programme Executive Plan, March, 1974
5. Statistics Canada: catalogue # 72-002
6. Statistics Canada: catalogue # 13-207 Annual (1974) Table 1, p. 23
7. Statistics Canada: 1961 Census, Table 73
8. Statistics Canada: 1971 Census, Table 81
9. Statistics Canada: 1961 # 94-539, Table 21, pp. 21-3 to 21-7
10. Revenue Canada, 1976 Taxation Statistics
11. Office of the Clerk of the House of Commons
12. Office of the Clerk of the Quebec National Assembly
13. Pay Research Bureau, Government of Canada
14. Selected major corporations and unions
15. Selected construction and transportation associations and unions
16. Hickling-Johnston Limited data bank

## APPENDIX B

COMPENSATION OF MEMBERS  
ONTARIO, CANADA<sup>1</sup>, QUEBEC<sup>1</sup>  
1961 to 1976

|      | ONTARIO      |                | CANADA       |                | QUEBEC             |                |
|------|--------------|----------------|--------------|----------------|--------------------|----------------|
|      | Remuneration |                | Remuneration |                | Remuneration       |                |
|      | Indemnity    | Expense Allow. | Indemnity    | Expense Allow. | Indemnity          | Expense Allow. |
| 1961 | \$ 5,000     | \$ 2,000       | \$ 8,000     | \$ 2,000       | \$ 6,700           | \$ 3,300       |
| 1962 |              |                |              |                |                    |                |
| 1963 |              |                | 12,000       | 6,000          | 10,000             | 5,000          |
| 1964 | 8,000        | 3-4,000        |              |                |                    |                |
| 1965 |              |                |              |                | 12,000             | 6,000          |
| 1966 |              |                |              |                |                    |                |
| 1967 |              |                |              |                |                    |                |
| 1968 |              |                |              |                |                    |                |
| 1969 | 12,000       | 6,000          |              |                |                    |                |
| 1970 |              |                |              |                |                    |                |
| 1971 |              |                | 18,000       | 8,000          | & 15,000<br>15,600 | 7,000<br>7,140 |
| 1972 |              |                |              |                |                    |                |
| 1973 | 15,000       | 7,500          |              |                |                    |                |
| 1974 |              |                |              |                | 21,000             | 7,000          |
| 1975 |              |                |              |                | 22,700             | 7,000          |
| 1976 |              |                | 24,000       | 10,600         | 24,500             | 7,000          |

<sup>1</sup> These jurisdictions can be considered comparable to Ontario as the Member's role is clearly full time.

SELECTED INDICES(Adjusted to 1969<sup>1</sup> = 100)

|      | Average<br>Weekly Wage<br>(Industrial<br>Composite)<br>Ontario | Average<br>Family<br>Income<br>Canada | Consumer<br>Price<br>Index<br>Canada | Sessional<br>Indemnity<br>Ontario | Sessional<br>Indemnity<br>Canada | Sessional<br>Indemnity<br>Quebec |
|------|--|---------------------------------------|--------------------------------------|-----------------------------------|----------------------------------|----------------------------------|
| 1969 | 100.0  | 100.0                                 | 100.0                                | 100.0                             | 100.0                            | 100.0                            |
| 1970 | 108.2  | 107.5                                 | 103.3                                | 100.0                             | 100.0                            | 100.0                            |
| 1971 | 117.7  | 116.1                                 | 106.3                                | 100.0                             | 150.0                            | 125.0                            |
| 1972 | 127.5  | 126.6                                 | 111.4                                | 100.0                             | 150.0                            | 125.0                            |
| 1973 | 136.2  | 142.4                                 | 119.8                                | 125.0                             | 150.0                            | 125.0                            |
| 1974 | 149.3  | 166.2                                 | 132.9                                | 125.0                             | 150.0                            | 175.0                            |
| 1975 | 168.5  | N/A                                   | 147.3                                | 125.0                             | 150.0                            | 189.2                            |
| 1976 | 182.3  | N/A                                   | 158.1                                | 125.0                             | 200.0                            | 204.2                            |

<sup>1</sup> The year 1969 is selected in line with the comments on p. 13

**"TYPICAL" \* ANNUAL INCOMES  
FOR ESTABLISHED PROFESSIONS, TRADES AND EQUIVALENT  
IN ONTARIO 1976**

|  |          |
|--|----------|
| Construction Electrician                           | \$25,500 |
| Construction Carpenter                             | \$23,000 |
| Construction Crane Operator                        | \$22,500 |
|  |          |
| Plant Tool and Die Maker                           | \$17,000 |
| Plant Electrician                                  | \$17,500 |
| Plant Carpenter                                    | \$17,500 |
|  |          |
| Truck Driver (Long Distance - Inter-city)          | \$24,000 |
|  |          |
| Police Constable (1st Class)                       | \$17,000 |
| Firefighter (1st Class)                            | \$16,000 |
|  |          |
| Chartered Accountant - 3 years after qualification | \$25,000 |
| Agrologist - Senior Field Representative           | \$19,000 |
| Lawyer - 3 years after qualification               | \$24,000 |
| Physician (initial salary)                         | \$29,000 |
| Engineer - Level "C", A.P.E.O. standard            | \$20,500 |
|  |          |
| Elementary School Teacher (cat. 5)                 | \$18,500 |
| Secondary School Teacher (group III)               | \$19,000 |
| University Assistant Professor                     | \$19,500 |

\* "Typical" relates to fully established, independent professions, trades and equivalent. The income figure is derived from a survey of employers in the categories noted. Incomes include overtime and other income (if any) and include Unemployment Insurance payments for groups subject to regular lay-off. Typical members of the group would be at least 27-30 years in age.

**IMPLICATIONS OF THE ANTI-INFLATION PROGRAM  
FOR INCREASES IN MEMBERS' REMUNERATION**

The following are the opinions of senior officers in the Compensation Branch of the Anti-Inflation Board, concerning the implications of this program for proposed increases in Indemnities for Members.

For purposes of the Anti-Inflation Program, all Members of the Ontario Legislative Assembly can be considered to comprise one group of "employees".

The "base date" for an employee group is the last day of the existing compensation program. Its significance is that the average compensation at that date forms the basis on which permissible increases are calculated. In the case of Ontario M.P.P.'s, the base date could be either:

- October 1, 1976, i.e., the anniversary of the date the 1973 increase became effective;
- October 14, 1976, i.e., the anniversary of the introduction of the Anti-Inflation Program.

If October 1, 1976 is selected as the base date, increases in the average total remuneration per Member, in this group, will be restricted to the lesser of 12% of total remuneration or \$2,400. If, however, October 14, 1976 is selected as the base date, then the permissible limit becomes the lesser of 10% of total remuneration or \$2,400.

Total remuneration for this group (as established by the Anti-Inflation Board) includes the following:

- sessional and additional indemnities,
- ministerial salaries,
- expense allowances,
- representation allowances,
- the employer's share of benefits.

Excluded from total remuneration are per diem allowances for Select Committee work and those items for which an accounting is required, including:

- accommodation and travel allowances,
- constituency office accommodation and office staff allowances,
- reimbursement of Members for other travel and reimbursable expenses.

The average total remuneration, including benefits, for this group is such that the permissible increase will be limited to \$2,400, a portion of which must be allocated to the increased cost of benefits. This is consistent with the recommendations contained in this report.

There is, however, no restriction on how the increases are distributed within the group. For example, all Members of the group could receive the same dollar increase or the same percentage increase in total remuneration, or certain Members could be excluded from any increase while others receive larger amounts. It is our opinion, however, that since we are dealing with the sessional indemnity which is received equally by all Members, that all Members should receive the same dollar increase.

Anti-Inflation  
Board              Commission de lutte  
                          contre l'inflation

January 25, 1977

Mr. Michael Cassidy  
MPP, Ottawa, Centre  
Room 227, North Wing  
Parliament Buildings  
Toronto, Ontario

Dear Mr. Cassidy:

This letter is in response to yours of January 14, 1977 in which you asked for my comments on some of the problems you may face in considering the Hickling-Johnston report on renumeration for members of the Ontario Legislature.

Under the Anti-Inflation regulations, each reporting group has a maximum yearly permissible compensation increase based on the lesser of a calculated percentage increase or a maximum group compensation increase of \$2400. Depending on the date established for introduction of any revisions to the present salary/allowance structure the maximum percentage increase for the Ontario MPP's group would be either 12% (if the revisions were introduced prior to October 14, 1976) or 10% (if the revisions were introduced after October 14, 1976).

However, in either case, the maximum yearly group compensation increase of \$2400 would apply. This maximum yearly group compensation increase cannot, in addition, be deemed to apply to only the salary and allowance portion of the compensation package received by MPP's. The \$2400 must first be discounted by the additional amount contributed by the Provincial Government to pensions, health/medicare care and the like. The remaining amount of the \$2400 may then be allocated to the salary and allowance package and it has been our position that the \$2400 should generally be distributed in the same ratio as the present allowance relates to the present salary package. To determine the specific amounts involved, I would suggest form AIB-2 must be completed. In this regard you may wish to contact Mr. Paul Powers, (Chief, House of Commons Administrative Staff) in Ottawa at 992-2755. Mr. Powers and his staff have recently prepared AIB-2 forms for the Members of Parliament and I am sure he would be pleased to provide you with any assistance he can.

.../2

Canadian Building              Immeuble Canadien  
219 Laurier Ave., West,        219 ouest av. Laurier  
P.O. Box No. 1750,              C.P. no 1750  
Postal Station "B",              Succursale postale "B"  
Ottawa, Ontario,                Ottawa, Ontario  
K1P 6B1                         K1P 6B1

-2-

To deal directly with the four questions you raised:

(1) and (2) Even though the MPP's have had no pay raise since 1973, they cannot exceed the maximum yearly arithmetic guideline of a group average of \$2400 unless they can document an "historical relationship" with other groups of employees, be they the Federal MF's or the Quebec MNA's. Under the regulations:

Historical Relationship may be considered to exist for the groups concerned where, for a period of two or more years prior to October 14, 1975, the groups have had a demonstrable relationship with each other or where prior to October 14, 1975, the rates for benchmark jobs in each group were identical. In addition, the employees in the groups must have the same employer, be employed in the same industry or be in the same local labour market and must perform work that is related to the same product, process or service. (Guidelines -- 44 (2) ).

On the basis of the fact that the Ontario MPP's have had no increase since 1973, we cannot see that there is a valid historical relationship with the rates for other similar groups.

(3) Our traditional position on effecting compensation dates for groups which have not received increases for longer than one year periods is to suggest a current date closest to the anniversary date of the last increase. In the case of Ontario MPP's, October 1, 1976, would seem the most logical date.

(4) If the MPP's, Ministers etc are considered as one group, then the salaries and allowances for the persons within the total group may be adjusted at varying amounts within the maximum group compensation average of \$2400. The larger the group, the more flexibility in adjusting individual increases within the \$2400 group average.

I hope this information assists your committee in its deliberations. I would suggest that the discussions of the effect of the Anti-Inflation regulations might be more readily apparent once AIB-2 forms are completed for the group concerned.

Yours sincerely,



Brian Foley  
Director  
Public Administration Division  
Compensation Branch



LEGISLATIVE ASSEMBLY

Office of the Opposition

Room 227, North Wing,  
Parliament Buildings,  
Toronto, Ontario

January 14, 1977

Mr. Brian Foley,  
Director, Public Administration,  
Anti-Inflation Board,  
Room 825,  
219 Laurier Avenue West,  
Ottawa, Ontario

Dear Mr. Foley:

At the request of Mr. Don Morrow, Chairman of the Legislature's Select Committee on the Camp Commission Report I am enclosing two copies of the Hickling-Johnston report on remuneration for Members of the Ontario Legislature. This report was commissioned by our committee last fall and was made public before the committee in early December and is likely to form the basis of the committee's recommendation on remuneration when we deliver our third and final report to the Legislature in March.

Mr. Morrow and I understand that it is possible to ask the Anti-Inflation Board to comment on some of the problems that may face us in implementing these recommendations. Perhaps I can pose four specific questions which may be of interest to the committee:

- 1.. Since MPPs have had no pay raise since 1973, is it possible for them to get an increase over the guidelines to compensate for this very substantial pay lag?
2. Given the fact that federal MPs have just been raised to more than \$38,000 in total remuneration and Quebec MNAs have recently been raised to more than \$33,000,

Mr. Brian Foley

Page 2

is it possible to justify an increase exceeding the guidelines on the grounds that the work of Ontario MPPs is basically comparable to the federal and Quebec counterparts?

3. About how long is it possible to back-date a pay increase if the committee decides to recommend that one half of the increase be paid beginning sometime in 1976 and the other half sometime later this year?
4. What are the advantages and disadvantages of considering MPPs and Ministers as in a common pool or as separate, given the remuneration now in force at Queen's Park?

To give you some rough guidelines, there are 56 MPPs who get the basic salary of \$15,000 plus \$7,500 expenses. On average they will also receive around \$800 per year on committee per diems. If you include the Speaker, opposition leaders, and cabinet, there are about 30 MPPs who get an additional \$15,000 for additional responsibilities. Another 12 who get \$5,000 extra for work as parliamentary assistants; and some 25 who get a supplement averaging \$2,000 for duties as whips, committee chairmen, etc.

You can reach Mr. Morrow at 965-4820 in Toronto; Kathy Patterson, the clerk of the committee at 965-1060. My numbers are 965-0112 in Toronto and 237-0212 in Ottawa.

If there is any chance of your providing some response to these complex questions by early next week, our committee would be grateful.

Yours sincerely,

*Michael Cassidy /ms*

Michael Cassidy  
MPP, Ottawa Centre

Enclosures: 2

opeiu:343

# Ontario New Democrats **NDP** Nouveau Parti Démocratique

3 Church Street  
Toronto 1, Ontario  
(416) 363-3053

6

February 18, 1976

Mr. Donald Morrow, MPP  
Chairman, Select Committee on  
Ontario Committee on the Legislature,  
Parliament Buildings,  
Queen's Park,  
Toronto, Ontario.

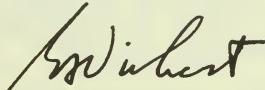
Dear Mr. Morrow:

I am writing to you in your capacity as chairman of the Select Committee dealing with the reports of the Ontario Committee on the Legislature, to propose the possibility of a submission by the New Democratic Party of Ontario to your committee.

We have now had considerable experience with the financial implications of the Election Finances Reform Act, and would like to comment on some of the deficiencies of that Act, with a view to suggesting legislative changes to bring it closer to the spirit of the Third Report of the Ontario Committee on the Legislature. We have already suggested a number of technical amendments to the Commission on Election Contributions and Expenses, but it seems to us that comments dealing with substantive matters should properly go before your committee.

I would be grateful for your consideration of this request and look forward to hearing from you.

Yours truly,



Gordon Vichert  
Provincial Secretary

GV:d  
c.c. Elie Martel, MPP  
Michael Cassidy, MPP

# Ontario New Democrats NDP Nouveau Parti Démocratique

3 Church Street  
Toronto 1, Ontario  
(416) 363-3053

6

Brief - Presented to the Select Committee on the Fourth and Fifth Reports of the Ontario Commission on the Legislature, by Gordon Vichert, Provincial Secretary, on behalf of the New Democratic Party of Ontario.

Ladies and Gentlemen:

I wish to deal briefly with two implications of the Election Finances Reform Act which have become apparent as we have worked with the Act through a general election and over most of a fiscal year. I will take as my text two statements, both from page 8 of the Third Report of the Ontario Commission on the Legislature: First, "The Commission feels its task to be that of broadening the base of political contributions and not one of narrowing it"; and, second, ". . . we are surely not to leave the parties without adequate funds, or with resources insufficient to promote their cause and their candidates".

To accomplish its stated aims of broadening the base of political contributions and providing for the parties a degree of financial stability, independent of the traditional large contributions from a few sources, the Commission proposed three forms of subsidy: a subsidy for candidates receiving more than 15% of the vote, a tax credit for political contributions, and a \$2 check-off on individual income-tax returns to be designated to the political party of the taxpayer's choice.

As all of you know, the first two proposals were implemented and the third was not. The Commission presented the three proposals as a carefully-integrated system of subsidy which would support the parties at all levels; by abandoning a third of the system the legislature created a serious distortion in the political process, particularly since the parallel restrictions on money-raising were adopted in their entirety.

For the Ontario New Democratic Party the effect has been to strengthen riding associations at the expense of the central party. There are people, even within the NDP, who are prepared to applaud this result. All of you on this Committee, however, are experienced enough politically to know how vital the leader's tour and the central publicity are to an election campaign. I quote again from the Commission's Report: 'Given a campaign in which the issues are controversial, and where the voters are confronted with multiple options and choices - which is the rule rather than the exception in election campaigns - the political parties need to have the capacity to advocate their own cause, and with as much freedom and flexibility as their resources will allow. It is precisely this freedom and flexibility which is being denied to the central party.'

Brief - page 2

In the NDP the broad base advocated by the Commission has always been present. By far the largest source of income has always been membership, and members are encouraged to pay the largest possible membership fee rather to make separate contributions. The result of increased membership fees and tax deductibility has been to increase the average membership from \$6.93 in 1973 to \$15.40 in 1975. A large proportion of this money is, of course, returned to the ridings. It is unlikely that any additional funds for the central party can be realized from this source. The system of tax credits has benefited the party, therefore, but it has not lived up to expectations as a source of new income for the central party, precisely because we have always raised money from that broad spectrum of the population which the Commission wanted the parties to seek out. The extra money which can be raised from them is just not sufficient.

The subsidy for candidates, is, of course, entirely a subsidy of ridings. It is worth noting that in 1971 the average riding campaign for the NDP cost \$4500, while in 1975 the average campaign was slightly over \$8,000. The difference is that most ridings were heavily in debt after the 1971 campaign; in 1976 most ridings are at least solvent. The Election Finances Reform Act has not allowed NDP candidates to spend lavishly, but it has at least given them a chance to break even and to run campaigns of sufficient visibility to strengthen the democratic process. Many ridings will, for the first time, be able to undertake some modest educational work between campaigns.

The central party, by contrast, has lost an important source of income and has gained little. In 1971 contributions from the trade union movement alone amounted to over \$100,000; in 1975 election contributions to the central party, in total, amounted to only about \$55,000. The Commission understood that this would be the result of the restrictions they proposed, which is precisely why they suggested the \$2 check-off as compensation. The principle of turning from a few large sources to the participation of thousands of individual tax-payers is one we heartily endorse, but there is great injustice in the application of only half the principle. Members of the committee should note that for the NDP the 1975 campaign, more successful but no more ambitious than the 1971 campaign, cost nearly twice as much. The annual operating budget of the party, for a modest staff and a few publications, has also doubled in the same period. By an energy-absorbing finance drive we have managed to raise some additional money for the central party, but we cannot repeat such a drive every year, and we face the prospects, not this year but soon, of cutting back on the central activities of the party. This is, obviously, precisely the opposite of the intention of the Ontario Commission on the Legislature.

We are saying to the members of the committee, therefore, that the effect of the Election Finances Reform Act has been to strengthen ridings at the expense of the central party, and thus to distort and weaken the political process in the province. We urge a strong recommendation for the immediate implementation of the proposed \$2 check-off, in order to maintain the intentions of the

Brief - page 3

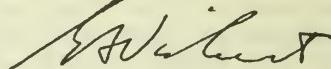
Ontario Commission on the Legislature. We make this plea, obviously, not just on behalf of the New Democratic Party but on behalf of all the registered parties, who must inevitably face the same problem.

The second implication of the Act with which I propose to deal became obvious when Ontario residents began to file their income tax returns this year. Because the credit for political contributions is calculated after the Ontario shelter and sales tax credits, many low-income people found that they received no refund on their political contributions. Pensioners, housewives, students, and family person earning less than \$7000 a year were all in this category. Thus an Act designed to promote participation by all sections of the population has discriminated against precisely that portion of the population which most needs to be involved in the political process. The reason for this discrimination is obvious, but the injustice is also obvious.

Surely it would be possible to subsidize contributors below a certain income level from general revenue? A pensioner who finds \$100 to give to the party of his or her choice is making a much greater contribution, proportionally, to the political process than is a wealthy businessman who also gives \$100. Yet the businessman gets \$75 back, and the pensioner gets nothing. The total cost of equalizing the tax credits would surely not be great; most low income people simply cannot afford to make the initial contribution. Those who do, however, should not be punished.

There are details of the Election Finances Reform Act which might be amended, but we have submitted our views on them to the Commission on Election Contributions and Expenses. We take the unusual step of presenting this brief to you, because the two questions dealt with here are political questions which can best be considered in this forum.

Respectfully submitted,



Gordon Vichert  
Provincial Secretary

GV:mm

May 25, 1976  
opeiu 343



Commission on Election Contributions  
and Expenses

Arthur A. Wishart, Q.C.  
Chairman

F. Stewart Cooke

Vice-Chairman

Kenneth Bryden

Mrs. Elizabeth M. Dreger

Edward J. Kowal

Roderick Lewis, Q.C.

John C. Pallett, Q.C.

Robert J. Wright

Harold W. Young

8th Floor  
Britannica House  
151 Bloor Street West  
Toronto Ontario  
M7A 1A2

(416) 965-0455

March 16, 1976

Mr. Donald H. Morrow, M.P.P.,  
Chairman, Select Committee on the  
Fourth and Fifth Reports of the  
Ontario Commission on the Legislature.

Dear Donald:

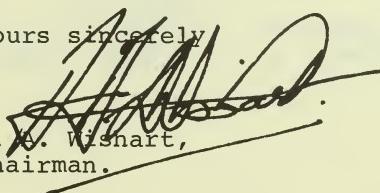
I have your letter of the 11th instant with copies  
of correspondence attached.

As you are aware, one of the duties of the Commission  
on Election Contributions and Expenses is to "recommend  
any amendments to the Act that the Commission considers  
advisable" (Section 4(1)(f)).

Over the past several weeks the Commission has been  
devoting considerable time to its consideration of  
amendments which our experience indicates would be  
advisable. These amendments, however, have to do generally  
with the administrative areas of the Act and we do not  
feel that it is the responsibility or function of the  
Commission to propose amendments as to policy. Amendments  
which deal with policy matters should properly fall within  
the jurisdiction and responsibility of the Legislature.

Therefore, we feel that it would be quite in order  
for you to accept the submission as proposed by Mr. Gordon  
Vichert on behalf of the New Democratic Party of Ontario.  
The Commission also would be interested in considering the  
submission from the point of view as to how any proposed  
amendments might affect the administration of the Act.

Yours sincerely

  
A.A. Wishart,  
Chairman.

AAW/bc

c.c. Mr. G. Vichert

Mr. E. Martel, M.P.P.

Mr. M. Cassidy, M.P.P.

Mr. D.A. Joynt

Mr. R.B. Dobson



Office of the  
Treasurer  
of Ontario

Ministry of Treasury  
Economics and  
Intergovernmental  
Affairs

416/965-6361

Frost Building  
Queen's Park  
Toronto Ontario  
M7A 2R7

June 23, 1976

*Dear Dan -*

I have received your recent letter outlining Mr. Vichert's submission on the Election Finances Reform Act. In response to your query, the Government is not contemplating any revision to the Income Tax Act to make the political contribution credit refundable. Refundability is applicable only to schemes where income redistribution is intended--such as the Ontario property tax credit. Contributions to political parties are not the proper grounds for determining the distribution of income in the Province. With regard to the income tax check-off, the Ministry of Revenue is currently discussing with the federal government the possible introduction of this check-off for 1976.

Please feel free to contact me if you have any further questions or comments.

Yours sincerely,

W. Darcy McKeough,  
Treasurer of Ontario.

Mr. Donald H. Morrow, M.P.P.  
Room 471  
Legislative Building  
Queen's Park

cc: Hon. Arthur K. Meen, Q.C.  
Mr. Gordon Vichert



Minister of  
Revenue

Parliament Buildings  
Queen's Park  
Toronto Ontario  
801 Bay Street  
11th Floor  
M7A 1X8

Telephone:  
965-2901

July 7, 1976

Mr. Donald H. Morrow, M.P.P.  
Ottawa West  
Chairman, Select Committee on the  
Fourth and Fifth Reports of the  
Ontario Commission on the Legislature  
Island Park Towers, Apt. 1233  
200 Clearview Avenue  
OTTAWA, Ontario  
K1Z 8M2

Dear Don:

In reply to your letter of June 2, 1976, concerning the \$2.00 income tax check-off for political parties, I wish to acknowledge your interest and advise that my officials are currently working on this proposal. I hope to be bringing the matter up in Cabinet within the next two months and will be in touch with you at the appropriate time.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Arthur Meen".

Arthur Meen



Minister  
Revenue Canada

Ministre  
Revenu Canada

August 30, 1976

Mr. Donald H. Morrow, M.P.P.  
Chairman, Select Committee on the  
Fourth and Fifth Reports of the  
Ontario Commission on the Legislature  
Legislative Assembly  
Queen's Park  
Toronto, Ontario

Dear Mr. Morrow:

I have studied with considerable interest your Committee's report on the proposed methods for funding political parties in Ontario.

My officials have examined methods which might be adopted to administer a \$2.00 income tax check-off for donations made through the medium of personal income tax returns and have concluded that it is possible. However, many of the aspects of this proposal require very careful consideration and, therefore, if it is indeed proposed by the Ontario Government officially, it would have to be considered by my Cabinet colleagues as well as myself.

I think it would be opportune at this time to set out some of the principles which I feel would have to apply if a check-off was to be implemented.

- 1) A department of the Federal Government should not relate directly with Provincial political parties. Therefore, a Provincial Ministry would have to be designated to handle this aspect.
- 2) My Department would accumulate on an annual basis the amounts of the contributions to each party and forward a cheque for the gross amount with a listing of the net amounts to the individual parties to the named department of the Provincial Government which would then make the distribution.
- 3) Any enquiries from the parties would be made to the Provincial department which would in turn deal with Revenue Canada Taxation.

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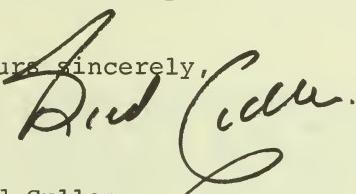
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- 4) The contributions would not be reported on our master file for indefinite retention as it is not felt appropriate for our file to become a reservoir of information pertaining to the political allegiance of residents of Canada.
- 5) Revenue Canada Taxation would not be prepared to divulge information pertaining to the check-offs to other than the Provincial department named in the agreement to receive such information.

If the Ontario Government should decide to give further consideration to this program, it is suggested that they approach the Federal Government officially in the usual manner at which time my Cabinet colleagues and myself will be prepared to give the subject our attention.

One of our foremost considerations would be the problem of additional complexity in the annual individual tax form which even now is subject to constant study in an effort to simplify it.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Bud Cullen".

Bud Cullen



Minister of  
Revenue  
Telephone:  
965-2901

Parliament Buildings  
Queen's Park  
Toronto Ontario  
19th Floor  
77 Bloor St.W.  
M7A 1X8

November 4, 1976

Mr. Donald H. Morrow, M.P.P.  
Chairman, Select Committee on the  
Fourth and Fifth Reports of the  
Ontario Commission on the Legislature  
Parliament Buildings  
Toronto, Ontario

Dear Don:

Thank you for your letter of October 18, 1976, bringing me up to date on the activities of the Select Committee. I am pleased to have been able to offer my co-operation and I certainly have no objection to your including our correspondence in your report.

The matter of the \$2.00 check-off has not yet been resolved and is still under study by the Government.

Sincerely,

  
Arthur Meen  
Minister

APPENDIX F

WITNESSES BEFORE THE COMMITTEE

Mr. David Allen  
President  
Legislative Press Gallery

Hon. James A.C. Auld  
Chairman  
Management Board of Cabinet

Mr. Julius Bartha  
Chief of Architectural Design Services  
Ministry of Government Services

Mr. Peter Brannan  
Chief, Hansard Reporting Service

Mr. Robert J. Brockington  
Chief of Interior Design Services  
Ministry of Government Services

Mr. Gary Browne  
Director of Planning and Research  
Ministry of Government Services

Mr. Duncan A.E. Campbell  
Partner, Hickling-Johnston Limited

Mr. Tom Campbell  
Associate Secretary of the Cabinet

Mr. A.L. Cameron  
Legislative Services Branch  
Ministry of Government Services

Mr. Robert D. Carman  
Executive Director  
Programmes and Estimates Division  
Management Board Secretariat

Mr. David Carmichael  
Director, Citizens' Inquiry Branch  
Ministry of Culture and Recreation

Mr. Bob Carr  
Legislative Press Gallery

Miss Mollie E. Christie  
Executive Member, Community Information Centre  
of Metropolitan Toronto and  
Chairman, Liaison Committee of Community  
Information Centres in Ontario

Mr. Alan Clarke  
Past President of the Board  
Ottawa and District Community Information Service

Mr. Stuart W. Clarkson  
Chairman  
Civil Service Commission

Mr. Darcy R. Counsell  
Manager, Publications Service  
Ministry of Government Services

Mr. Dara Dastur  
Director, Design Services Branch  
Ministry of Government Services

Mr. Allan Dickie  
Legislative Press Gallery

Mr. Michael S. Fitzpatrick  
Office of the Premier

Mr. Harold Greer  
Legislative Press Gallery

Mr. Larry Grossman, MPP  
Member, Select Committee on the Ombudsman

Mr. Rick Haliechuk  
Legislative Press Gallery

Mr. Bert Hill  
Legislative Press Gallery

Mr. John Holtby  
First Clerk Assistant  
Legislative Assembly of Ontario

Mr. Karl D. Jaffary, Q.C.  
Vice President of the Board  
Community Information Centre of  
Metropolitan Toronto

Mr. Richard W. Johnston  
Managing Partner, Hickling-Johnston Limited

Mr. Gabor Kellner  
Chief Mechanical Engineer  
Ministry of Government Services

Mr. Gordon S. Laws  
Director, Legislative Services Branch  
Ministry of Government Services

Mrs. Erna Malcolm  
Member, Board of Directors  
Rexdale Information Directory

Mr. Bohdan V. Marmash  
Partner, Hickling-Johnston Limited

Mr. George McIntyre  
Executive Director  
Treasury Division  
Ministry of Treasury, Economics and  
Intergovernmental Affairs

Hon. W. Darcy McKeough  
Treasurer of Ontario and Minister of  
Economics and Intergovernmental Affairs

Mr. Robert F. Nixon, MPP  
Brant-Oxford-Norfolk

Mr. James A. Renwick, Q.C., MPP  
Chairman, Select Committee on the  
Ombudsman

Mr. W.A. Roedde  
Director, Provincial Library Services Branch  
Ministry of Culture and Recreation

Hon. Russell D. Rowe  
Speaker of the Legislative Assembly

Mr. Richard Ruston, MPP  
Member, Select Committee on the Ombudsman

Mr. Ralph V. Scott  
Director, Northern Affairs Branch  
Ministry of Natural Resources

Hon. Margaret Scrivener  
Minister of Government Services

Mr. Donald B. Sly  
Chief Electrical Engineer  
Ministry of Government Services

Mr. Erik J. Spicer  
Parliamentary Librarian

Mr. John C. Thatcher  
Deputy Minister of Government Services

Mr. Peter Van't Hof  
Chief Structural Engineer  
Ministry of Government Services

Mr. Gordon Vichert  
Provincial Secretary  
Ontario New Democratic Party

Mr. Clifford A. Waddell  
Fire Safety Officer  
Ministry of Government Services

Miss Doris Wagg  
Legislative Librarian





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